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The Impact of Outdoor Recreation on the Community Capitals of Ogden, Utah

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The Impact of Outdoor Recreation on the Community Capitals of Ogden, Utah

By

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A Creative Component

Submitted in partial fulfillment of the requirements for the degree

MASTER OF COMMUNITY DEVELOPMENT

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Approved By:

Major Professor

Dr. Timothy Borich

Abstract

Outdoor recreation is one of the nation's fastest growing industries. Ogden, Utah has spent almost two decades focusing on and developing its outdoor recreation assets as well as using them to influence the redevelopment of its downtown and to impact the community capitals framework within the city. This research paper will attempt to identify the impact natural resources and outdoor recreation assets have had on community development in Ogden. The outcomes in the community capitals framework of Ogden will be addressed. Through interviews, data collection, and research, this paper will address the methods, plans, and marketing approaches the community leaders instituted in using outdoor recreation as a focal point in its revitalization efforts. A study of each community capital (natural, cultural, human, social, political, financial, built) will help demonstrate the impact outdoor recreation has had on the overall wellbeing of Ogden.

Table of Contents

List of Tables	4
List of Figures	5
Acknowledgements	6
Chapter 1- Introduction	7
Foci of Study	10
Chapter 2-Methodology	11
Community Capitals Framework	11
Chapter 3- Background on Ogden, Utah	15
National Outdoor Recreation Trends	22
Chapter 4- Findings	28
Natural Capital	28
Cultural and Social Capital	35
Human Capital	38
Political Capital	41
Financial Capital	43
Built Capital	48
Chapter 5- Conclusions	53
Checklist of Ingredients used by Ogden	57
Timetable of events	61
References	64

List of Tables

Table 1: The Seven Types of Community Capitals (Beaulieu, 2014)	12
Table 2: Metros with Fastest Job Growth (Bloomberg, 2016)	21
Table 3: Outdoor Recreation Gross Output by Activity (BEA)	23
Table 4: Ogden’s Diversity Ranking.....	37
Table 5: List of Outdoor Recreation Companies in Ogden, Utah	45

List of Figures

Figure 1: Local advertisement in downtown Ogden, Utah	20
Figure 2: Bike trail network in Ogden, Utah	31
Figure 3: The Centennial bike trail in Ogden, Utah	31
Figure 4: Trailfest Advertisement	32
Figure 5: Race and Ethnicity in Ogden, Utah	36
Figure 6: Top 10 Most Equal Metropolitan Statistical Areas	46
Figure 7: The old Ogden City Mall	48
Figure 8: The Junction Development	48
Figure 9: The Old LDS Temple	49
Figure 10: The new LDS Temple	49
Figure 11: Map of the Business Depot Ogden (BDO)	51

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Chapter 1

Introduction

Ogden, Utah is one of the states largest communities. With around 90,000 citizens it is a growing community located about 40 minutes north of Salt Lake City, Utah's largest city. In 2000 a new mayor, Mathew Godfrey, was elected and with a new administration he led a focused effort to make outdoor recreation a staple in the community. For years Ogden's population had been in decline and Mayor Godfrey decided that outdoor recreation could help the city come out of the decline and progress forward. This paper will analyze the outcomes and the impact outdoor recreation played in the revitalization of the city. Not only did Ogden use outdoor recreation and natural assets to influence a revitalization effort, but also a rebranding of the community, and a reinvigoration of its downtown.

In order to better understand which parts of the community were truly impacted by outdoor recreation this paper will look at the community capitals framework in Ogden. Community capitals are identified as the following seven areas, social, financial, cultural, human, political, and built. There will be a study of each of these capitals in Ogden to determine what kind of impact outdoor recreation has had. This paper will also analyze the techniques and methods employed by city officials and local leadership to accomplish the goal of making Ogden an outdoor recreation community. The main purpose of this paper is to see how Ogden used outdoor recreation as a positive asset in rebranding and revitalizing the community. By understanding Ogden's community development approach this paper will analyze whether Ogden's success can be replicated in other communities. In short, what did Ogden do to use outdoor recreation as a community development asset to rebrand and revitalize the community? Which community capitals were impacted the most and in what ways were they impacted? And finally, can other communities replicate Ogden's methods and find similar success?

While Ogden's mountains, lakes, and rivers have always existed, it wasn't until 2000 that they were seen as an asset that could set the community apart from other local areas and be a means of bringing improvements throughout the city. In 2000 Mayor Godfrey was tasked with creating a plan to rebrand and revitalize Ogden. The mayor wanted to appeal to a generation of people who liked to work hard and play hard. He wanted young professionals who care about high adventure and high tech to move to Ogden and bring with them jobs and business. When analyzing what would attract such a group to the city, Ogden's rivers, lakes, and mountains stood out. There are not many places in America where you are so close to this many outdoor amenities. In fact, there are 3 ski resorts within forty minutes of

the community and multiple rivers and lakes in and around the city. Essentially, this is why Outdoor recreation and high adventure were chosen as the focus of Ogden's rebranding efforts. This choice by city officials would eventually lead to a revitalization of the downtown and community, a rebranding effort, and national recognition as one of the best places to live. Through these efforts Ogden would be recognized as one of the fastest growing metropolitan areas in America and become the high adventure mecca of the United States (Forbes, 2017) (Knight, 2007).

To understand Ogden's resurgence, it is vital to understand the city's last 100 years. Ogden has gone from a bustling railroad community in the early 1900s to a declining community from 1960 through the 1990s and finally to a growing outdoor recreation community in the 2000s. According to the World Population Review, Ogden went from 25,000 residents to 70,197 from 1910 to 1960. For several reasons including, less use of the railroad, businesses leaving town along with gang and crime activity, from 1960-1990s Ogden declined in population from 70,197 to 63,909. By comparison from 1990-2017 Ogden has grown from 63,909 to 87,031 (World Population Review, 2017). Much of that growth came during the leadership period of Mathew Godfrey and his push to use outdoor recreation to rebrand the community.

Along with population increases, Ogden has seen several other areas benefit from the new administration's outdoor recreation vision. For example, according to the Bureau of Labor and Statistics, from January 2000 to September 2018, the Ogden-Clearfield workforce has grown from 240,351 employees to 325,510. Manufacturing has gone up and down since the year 2000 but overall has grown from 125,000 to 131,000 jobs in 2018. The interesting study of manufacturing in Ogden is from 2003 to 2008. As the reader will learn in this paper, it is around 2003 when businesses start to take notice of Ogden's revitalization efforts and move their companies to Ogden. In 2003 there are 112,000 manufacturing jobs in the Ogden-Clearfield area and by 2008 there are over 129,000 (Bureau of Labor and Statistics, 2018). The median household income goes from \$34,047 in 2000 to \$44,381 in 2016 (city-data.com, 2016).

Like Ogden, many cities move up and down economically, however, Ogden is unique in that it turned to outdoor recreation and natural assets to try and improve the city. Outdoor recreation is a growing industry and is now trending in American communities but in 2000 the industry was not commonly used in community development. Ogden may have been one of the first communities to really focus on its natural resources. It seems that today many states and communities are starting to see the benefits that Ogden realized in 2000. In fact, outdoor recreation is currently one of the fastest growing industries in America. The impact outdoor recreation has on the U.S. economy has grown to an astounding \$887 billion dollars in per year consumer spending while creating 7.6 million jobs (OIA, 2017).

However, most state and community officials across the U.S. are still behind when it comes to understanding outdoor recreation and its community benefits. Utah was the first state to create an official outdoor recreation office (OREC) in 2013 and since then only a small handful of states have realized the need for such a department. In fact, as of September 2018, there are 7 states with an OREC office in place and 13 states looking to add an OREC department.

Ogden, Utah is a great example of a community that has seen success by understanding the opportunity outdoor recreation provides and capitalizing on it. Through this study the reader will learn Ogden's story, how and why Ogden used Outdoor recreation to build the community capitals and how other communities might replicate Ogden's success. Outdoor recreation is currently a big industry which is why community leaders should consider developing their natural assets to capitalize on their benefits.

Foci of Study

This paper will examine Ogden's history and what happened in Ogden to enhance the community capitals as well as revitalize a struggling downtown. The focus will specifically be on outdoor recreation and natural resources and how Ogden used them as community development assets to rebrand and revitalize the community. This paper will also analyze whether Ogden's methods and success can be replicated in other communities. If it can be replicated in other communities, which communities would benefit most from learning of Ogden's experience?

Chapter 2

Methodology

A Case Study

“Whatever the field of interest, the distinctive need for case study research arises out of the desire to understand complex social phenomena” (Yin, 2014). How and why outdoor recreation and natural assets impact the community capitals within a community is a complex social phenomenon. Ogden, Utah will be the highlighted community for this case study due to the experience and transformation the community went through by using outdoor recreation as a means to affecting change within the community capitals framework. This paper will use a case study approach through the application of the community capitals framework.

Community Capitals Framework (CCF)

The Community Capitals Framework identifies seven areas that a community can use to determine the vitality and sustainability of development in the community. The seven community capitals are natural, cultural, social, human, political, financial, and built. “Strong and Resilient communities strive for balanced investments in these seven capitals” (Beaulieu, 2014). (see table 1 below)



The seven capitals should, ideally, interact and connect with one another. Community development should influence each of these capitals and like dominos when one is affected, they all should feel some impact. The Community Capitals Framework is meant to help community developers measure the areas where their community is succeeding and where they could improve. When planning or developing a community, the hope is that all seven of these areas will be strengthened.

For this case study, each community capital will be analyzed using secondary data sources. By using secondary data sources, the assets Ogden possesses within each community capital will be identified and analyzed. Interviews regarding the assets identified within each community capital will add understanding to what the impacts are that Ogden experienced as a result of outdoor recreation being an essential part of community development. The interviews will also help clarify the role city officials played in

accomplishing Ogden’s outdoor recreation vision. At the end of each section there will be a list of actions the city took to effect change within that particular community capital, followed by a summary paragraph explaining what other communities might do to replicate that success.

Table 1: The Seven Types of Community Capitals

Sources: Flora and Flora (2008); Flora, Flora, and Fey (2004); Jacobs (2011a, 2011b, 2011c, 2011d); Flage and Hauser-Lindstrom (2007); Emery, Fey, and Flora (2006). As cited by Lionel J. Beaulieu (Beaulieu, 2014)

	DEFINITION	EXAMPLES
 Natural	The quality and quantity of natural and environmental resources existing in a community.	Parks; lakes; rivers; wildlife; forestland; farm land; mountains; other natural resource features.
 Cultural	The values, norms, beliefs and traditions that people inherit from the family, school and community. Also includes material goods produced at a specific time and place (such as paintings, books) that have historical or cultural significance.	Cultural events/festivals; musical heritage, libraries; museums; multi-lingual populations; historical associations.
 Human	Attributes of individuals that provide them with the ability to earn a living, strengthen community, and otherwise contribute to community organizations, to their families, and to self-improvement (Flora et al. 2004). It includes access to education and knowledge development, training and skill building activities and efforts to build and expand local leadership.	Formal and informal educational institutions; workforce training programs; adult and youth leadership programs; lifelong learning activities.
 Social	Connections existing among people and organizations that help make things happen in the community. Includes close ties that build community cohesion (bonding) as well as weaker ties with local and outside people and organizations that help promote broad-based action on key matters (bridging).	Activities that build trust among people and groups of different races and ethnic backgrounds; citizen involvement in community discussions and events; community celebrations or parades; involvement in civic and service groups; organizations that link diversity of people and organizations together.
 Political	The ability to influence and enforce rules, regulations, and standards. Access to individuals and groups with the power to influence decisions. Participating in civic discourse on difficult public issues.	Elected and appointed government officials; citizen participation in issue forums; Congressional representatives and staffers; political organization leaders; voting rates in local, state and national elections.
 Financial	The variety of financial resources available to invest in local projects or economic development initiatives. Efforts to build wealth to support community development activities.	Community foundations; grants; micro-loan programs; revolving loan funds; community development financial institutions; banks.
 Built	Represents the infrastructure of the community – the basic set of facilities, services and physical structures needed by a community.	Broadband and other information technologies; utilities; water/sewer systems; roads/bridges; business parks/incubator facilities; hospitals/health care buildings; main street buildings; housing stock.

Interviews

Two interviews were conducted for this case study. One with former Ogden Mayor Mathew Godfrey and another with former Ogden Economic Development Director Stuart Reid.

Mayor Godfrey served as Ogden's mayor for three terms from 2000-2011. He was 29 years old when he was sworn in to office and was an instrumental part of Ogden's revitalization efforts. The former mayor currently lives in Peru but was willing to give his version of events and share his expertise on how Ogden found success using outdoor recreation as a community asset.

Stuart Reid served as the Community and Economic Development Director for Ogden from 2000-2006. Prior to Ogden, he served as the Community and Economic Development Director for Salt Lake City, Utah as well as a city councilman. He represented Ogden as a state senator from 2011-2015. He was influential in focusing Ogden on outdoor recreation in order to transform the community. He then shouldered the responsibility of bringing that vision to fruition. Reid shared his perspective of Ogden's redevelopment story by explaining the methods Ogden used to exploit outdoor recreation to create community prosperity.

Data Collection

Apart from interviewing those who have knowledge of the strategies Ogden implemented, it was helpful to look at statistical analysis like job growth, population growth, median income, redevelopment projects and other areas, to determine the overall impact outdoor recreation has had on the community.

Secondary sources were used to find data on Ogden, its assets, and outdoor recreation. A large part of the analysis found in the research came by studying outdoor recreation statistics on a national level. Understanding the national outdoor recreation trends helped put in perspective Ogden's vision and development efforts. News articles and websites were studied for much of the data used in this paper.

The Outdoor Industry Association (OIA) are the industry leaders when it comes to outdoor recreation's impact on the economy and specific communities. OIA has

published many different studies and provides data on their website regarding outdoor recreation. They were a great resource for this study.

Methodology Summary

The three main components for this study's methodology will be, the community capitals framework, interviews, and data collection. They will be analyzed to determine what happened in Ogden and how Ogden was successful at making outdoor recreation such a viable asset to the community. Secondary data sources will be used to analyze community assets found within the community capitals framework. Then, interviews with the former Mayor and Community and Economic Development Director will add further details on the impacts these assets had on the community.

This paper will also analyze Ogden's history to better understand the growth and overall improvements that have occurred since 2000, when Ogden began its focus on outdoor recreation. Both secondary sources and the interviews helped shed light on Ogden's past and path to its current state. In order to understand Ogden today it is important to understand the city's history.

Chapter 3

Background on Ogden, Utah

Ogden is a beautiful city nestled in the Wasatch Mountains, however its history is something out of a fiction novel. Ogden is Utah's oldest settlement purchased by Mormon pioneers for \$1,950 from a mountain man named Miles Goodyear in 1847 (Roberts, n.d.) (Ogden, Utah's Colorful History, n.d.). Despite Mormon efforts to keep Ogden a conservative sanctuary, the town became the junction for two railroad lines which brought people from all parts of the world to the city. With this influx of visitors came business and other opportunities. Ogden became a crossroads in America where celebrities and political leaders would stop on their journey across the country.

Quickly becoming a booming railroad town, people of all sorts took advantage of the opportunities Ogden would provide. Most popular in the city was its famous 25th street. "There are three primary "moments" in Historic 25th Street's history. The first was from the time the Golden Spike was driven until roughly 1905. Prohibition marked a second period, and the third was when Prohibition was repealed" (Bowsher, 2014). In these periods of growth Ogden became a town known for being part of "the quintessential heyday of the Wild West. Gambling, shootouts, prostitution, liquor, opium dens, and all manner of vices could be found in one place—Electric Alley. Now a parking lot between 24th and 25th Streets, it was run primarily by the notorious Madame Belle London" (Bowsher, 2014). Once there were tunnels under 25th Street that were used for alcohol and drug bootlegging during prohibition. It was rumored that the notorious gangster Al Capone said that Ogden was too rough even for him.

Eventually the railroad would give way to other forms of transportation and Ogden would lose its luster and appeal as the "Junction City"—the city that connected the east and west (Ogden, Utah's Colorful History, n.d.). With this loss of appeal came a crackdown on the crimes being committed in Ogden and would quickly lead to an economic decline (Bowsher, 2014). Gangs, shootings, vagrancy, empty businesses and an overall sense of decline caused Ogden to become a less desirable destination. By the 1990's it was common to hear Ogden referred to as "the armpit of Utah". Regarding these changes journalist Kim Bowsher wrote that "Ogden had some cleaning up to do" (Bowsher, 2014).

As mentioned above in the introduction to this paper, Ogden's decline was significant and lasted decades. From 1960 to 1990 Ogden's population decreased from 70,197 residents to 63,909 residents. However, Ogden's population has increased steadily since the 90s, in

2017 Ogden had 87,031 (World Population Review, 2017). From 2000 to 2018, the same period Ogden has focused on outdoor recreation, Ogden has seen a rise in many significant categories such as population, median household income, job growth, and total households. The

In 2000 the Bureau of Labor and Statistics reported that the Ogden-Clearfield area had 240,351 employees and by September of 2018 there were 325,510 (Bureau of Labor and Statistics, 2018). 6,000 of those jobs came from manufacturing while another 15,000 came in the professional and business services category. In addition, education and health care added 16,000 more jobs in that same timeframe and leisure and hospitality contributed 8,000 (Bureau of Labor and Statistics, 2018).

HUD reported more growth in the Ogden-Clearfield metropolitan area that illustrates that since 2000 Ogden has been on the rise. The number of household units was 152,089 in 2000 and grew to 211,300 in 2017. The rental vacancy rate dropped from 7.2% in 2000 to 4.2% in 2000 (HUD, 2017). More people have moved to Ogden creating more households and less empty properties.

More people in Ogden has meant a stronger workforce and with a stronger workforce many companies have found a home in Ogden and provided jobs for those in the community. The following list shows the top 10 biggest companies in the Ogden-Clearfield area and an estimate of the number of jobs they provide.

- Hill Air Force Base Government 21,700
- Internal Revenue Service Government 5,000–6,999
- Autoliv, Inc. Manufacturing 3,000–3,999
- Intermountain McKay-Dee Hospital Education & health services 3,000–3,999
- Weber State University Government 3,000–3,999
- America First Credit Union Financial activities 1,000–1,999
- Fresenius USA Manufacturing, Inc. Manufacturing 1,000–1,999
- Lagoon Leisure & hospitality 1,000–1,999
- Lifetime Products Manufacturing 1,000–1,999
- Obital ATK Inc. Manufacturing 1,000–1,999 (HUD,2017)

Three of these companies (IRS, McKay-Dee Hospital, and America First Credit Union) came to Ogden after 2000. While these are the companies with the most employees, below you will see that Ogden is currently home to over 40 outdoor recreation company headquarters and that outdoor recreation was a means to growing the job force in Ogden. (See table 5 below)

Ogden's rise can be attributed to many factors. In 2000, Matthew Godfrey, a 29-year-old mayor, and Stuart Reid decided that outdoor recreation and high adventure would help Ogden grow and progress. The decision to use outdoor recreation to revitalize the community was quickly made, however, the execution of the plan was not as easy.

Ogden City Plan

Because of so many naysayers and citizens who seemed to fight change, Mayor Godfrey, and Stuart Reid decided they would not put down any formal written plan. They felt that a written plan would bring too much negativity and possibly kill the plan before it started. "The local/regional press was not our friend. Perhaps the greatest challenge for us was making the transition from an old railroad town to the high adventure recreation Mecca. No one bought the vision when we first announced it. It took many years to get buy-in" (Godfrey, 2018). They revealed their redevelopment plan to those who were part of the process but kept many of their ideas and goals to themselves in order to avoid a fight with the naysayers. Reid said that they "definitely had a plan, and the positive outcomes Ogden has seen were results of the plan" (Reid, 2018).

As the research will show, the administration was aggressive and passionate about making changes in Ogden. They believed that they needed to identify what they wanted to become as a city and then select the assets the city possessed that would help them accomplish that goal. Reid believed in building the core and economy first in order to finance other projects. Business recruitment and marketing would be key to the city's success. They also believed they needed to think big if they wanted to set the city apart from other communities. At one point there was a gondola planned that would go from the downtown, up to Weber State University, and then to Snowbasin Ski Resort over the mountain. That was a lofty goal that has yet to come to fruition, but it gives an idea of the ambitious mindset of the city administration in 2000. "Having a clear vision and political leadership that is willing to push it forward is critical. Making big plans, doing big projects and being willing to take risks is essential. Changing a community is not clean and orderly. It takes stamina, determination and an iron will" (Godfrey, 2018).

Mayor Godfrey decided that to accomplish this rebranding task they should recruit high tech companies to Ogden. “At first, there were no takers. Our tech industry was virtually nonexistent. We were just this dirty, run-down old railroad town,” says Godfrey, now 45. “Businesses would come in, look around and then relocate to Salt Lake City or somewhere else. So, we gave up on the high-tech firms and started to recruit outdoor companies full bore. And when they started to come in around 2008, suddenly the high-tech firms were interested. Suddenly, we were this hip, cool outdoor-recreation town” (Goodman, 2015). With these new outdoor companies coming in to Ogden and magazines and newspapers writing about Ogden’s transformation, the culture in the community changed. The city became more diverse and more inclusive, which will be addressed later in the paper. These changes, however, did seem to create a new vibe in the community which spread through the downtown. “After rotting for decades, Ogden’s historic 25th Street, where Al Capone used to bootleg liquor, was recently listed as one of the most beautiful thoroughfares in America for its amphitheater, festivals and street art. (The town’s planning manager, Christy McBride, says the downtown, now 95 percent occupied, hosts around 650 events a year, attracting tens of thousands.)” (Goodman, 2015).

Outdoor recreation was the catalyst to Ogden’s transformation and deserves much credit for Ogden’s success. This was not an easy task taking a rundown community and attempting to revitalize it. “The process was much more parallel than linear. We had to move all efforts forward at the same time, taking advantage of opportunities as they presented themselves. Again, momentum was paramount” (Godfrey, 2018).

Ogden’s Identity and Future Development Plan

If Ogden was going to clean up its streets and build a sustainable economy, it needed to decide what its identity would be. It could no longer rely on being a railroad town or a Mormon settlement and it did not want to continue to be known as the dregs of Utah.

Ogden officials looked at what community assets were strong enough to help create a viable economy and healthy community. Regarding this process, Stuart Reid said: “Soon after his inauguration in January, 2000, we sat with our 29 year old mayor [Mayor Matthew Godfrey] over several days, we talked about what he thought would interest his generation and how we could leverage that to create economic prosperity for Ogden. We decided to focus on the generations of millennial's and Gen Xers and build a new community and economy around their culture and interests. We decided to reorient the city emphasizing high adventure and high-tech. These two areas would be the focus of our redevelopment plans, our branding and marketing plans and our business recruitment efforts.

“First, we laid out a new downtown redevelopment plan identifying four anchor areas that needed rebuilding—a mixed use entertainment center, the river redevelopment project, 25th Street redevelopment project, and the transportation hub. Within these projects, we set as a goal to provide housing for five to seven thousand new residents to live in the heretofore mostly abandoned downtown.

“Next, we identified five anchors throughout the community that needed to be improved and linked together and exploited for economic prosperity. Those included a revitalized downtown, the airport, a light manufacturing campus, the university and the ski resorts.

“Next, we created marketing plan that would rebrand Ogden city. All of this combined would build a new community and a new economy for Ogden’s future prosperity and wellbeing.” (Reid, 2018)

Ogden had a unique proximity to outdoor recreation and high adventure activities. Because of the accessibility to mountains, rivers, and lakes, Ogden decided to call itself “the high adventure Mecca of the country” (Knight, 2007). So began a transformation that would eventually influence a complete revitalization of a community and a downtown.

If you drive through downtown Ogden today, it is obvious that significant redevelopment continues. Fifteen ten-acre downtown city blocks have already been redeveloped. Even to this day, vacant blocks are being excavated for future development. New apartments and condos are being finished with advertisements of more units to come.



Figure 1: Advertisement in a downtown Ogden housing project promoting outdoor adventure.

As shown in figure 1, signs advertising housing in these downtown developments often promote the local outdoor recreation and insinuate the idea that if you live here you will be able to enjoy outdoor recreation more than if you live somewhere else. Not many communities in America use outdoor recreation as a recruitment tool to live in their downtown. Ogden, however, has managed to not only recruit residents to relocate to the downtown but also recruit business, office, and many other economically expanding entities to come set up shop in their newly renovated city center.

Economic Growth in Ogden

Now that Ogden had decided what it wanted to be known for, the city set out to recruit outdoor recreation businesses. One of those companies was Amer sports, which makes Solomon and Atomic skis. Amer Sports quickly realized the potential that Ogden had and even credits the city's landscape and access to outdoor recreation for their own brand expansion.

“When we came to Utah, Solomon wasn't as known for its trail-running products. I credit the trail system above Ogden for helping push that aspect of our line. Our employees talk more about the trails than the skiing, although they love that too, but I didn't expect that. There are a dozen trailheads right near our office.” –Mike Dowse, Amer Sports

Ogden is now home to over 40 outdoor recreation companies, among many other new public and private enterprises, including: Rossignol, Amer Sports, Kahuna Creations, and Enve Composites. According to Ogden officials, these companies provided tens of thousands of new jobs to the Ogden economy.

According to Forbes, in 2016, Ogden was ranked the 6th fastest growing metropolitan area in the country (Carlyle, 2016) and the 13th fastest in 2017 (Forbes, 2018). There was a job growth in the Ogden-Clearfield metropolitan area of over 44,000 jobs since 2007 (Bureau of Labor Statistics, 2017). In July of 2016 Bloomberg News reported that the Ogden-Clearfield metropolitan area had the fastest job growth in the nation as shown in table 2 (Bloomberg, 2016).

Table 2: Metros with the fastest Job growth YoY (year over year) July 2016.

#	Metro	YoY job growth July 2016
1	Ogden-Clearfield, UT	4.6%
2	Provo-Orem, UT	4.6%
3	Tucson, AZ	4.2%
4	Orlando-Kissimmee-Sanford, FL	4.1%
5	Deltona-Daytona Beach-Ormond Beach, FL	4.1%
6	Austin-Round Rock, TX	3.9%
7	Seattle-Tacoma-Bellevue, WA	3.9%
8	Toledo, OH	3.9%
9	Boise City, ID	3.9%
10	Cape Coral-Fort Meyers, FL	3.7%
<i>Among metro areas and divisions with 500,00 or more people; Jed Kilko analysis of BLS data</i>		

Ogden’s downtown has experienced a significant transformation as redevelopment projects have newly shaped the city center. The city center has been transformed from one that was mostly abandoned to a destination location for residents, those who live in the region and tourists.

In 2002, city officials decided to purchase and tear down a dilapidated 800,000 sq. ft. indoor mall that took up 20 acres in the heart of the downtown. At the time, the outdoor recreation rebranding had just begun, and this redevelopment project was meant to be the first big project that would help recruit more business and change the appearance and reputation of the downtown area. The city designed and built what is now called “The Junction.” No doubt, named to honor its railroad heyday roots as the “Junction City”. The Junction is a mix-use development that brings the amenities of a traditional downtown, combined with the recreation identity the city determined to create. The Junction includes restaurants, retail shops, a movie theater, office space, bowling, and apartment and condo living. The Junction also has a full use gym, Utah’s first indoor surfing wave, skydiving air tube, and a rock climbing wall. People can literally dine, play, work and live all within a few feet of each other.

The Junction was meant to be the crossroads of the city, where outdoor recreation met urban life. Where people could ride the trails from the mountains straight to the restaurants. Where they could take a break from work and fly-fish or kayak. Where they could awake in the morning and jog the nature pathways along the river. Today, Ogden seems to have accomplished those goals.

Ogden has benefitted from the growing national trend of outdoor recreation. The city continues to take advantage of the opportunities the industry provides and hopes that the trend is here to stay.

National Outdoor Recreation Trends and How They Apply to Ogden, Utah

The Australian Curriculum defined outdoor recreation as follows: “*Physical activity* in outdoors or natural settings, which provides opportunities to connect individually, in small groups or as a *community* to the outdoor environment” (What is Outdoor Recreation? n.d.).

Jennifer Roemer broke outdoor recreation up into two categories, consumptive and non-consumptive (Roemer, 2012). Consumptive representing hunting, fishing, etc... While non-consumptive would include areas like kayaking, boating, running, and many more. The U.S. department of commerce and the Bureau of Economic Analysis identified the following areas of outdoor recreation as areas affecting the U.S. economy (BEA, 2018). (See table 3 below)

Because there are so many areas of outdoor recreation, in 2018 the Outdoor Industry Association (OIA) together with the Bureau of Economic Analysis (BEA) solicited the help of American Citizens to more completely define what outdoor recreation activities are. “As directed by last year’s groundbreaking legislation, the Outdoor Recreation Jobs and Economic Impact (REC) Act of 2016, the Bureau of Economic Analysis (BEA) is seeking YOUR help defining what activities should be considered ‘outdoor recreation’ and establishing the scope of the Outdoor Recreation Satellite Account (ORSA) which will measure outdoor recreation as a part of national gross domestic product.

“Though we believe the activities in this report are a comprehensive definition of outdoor recreation, now is your opportunity to add activities you believe should also be measured

by BEA in their research” (OIA, 2017). In other words, outdoor recreation is a somewhat subjective category, which influence on a community may be difficult to fully measure.

Table 3: Outdoor Recreation Gross Output by Activity (Millions of current dollars)
The Bureau of Economic Analysis

Line		2012	2013	2014	2015	2016
1	Total Outdoor Recreation	601,003	624,366	644,122	653,225	673,165
2	Total Core Outdoor Recreation	335,144	357,257	372,305	378,888	395,877
3	Conventional Outdoor Recreation	211,202	222,298	234,681	234,289	247,202
4	Bicycling	2,992	2,854	3,123	2,998	3,313
5	Boating/Fishing	30,943	32,440	34,122	36,734	38,200
6	Canoeing/Kayaking	590	552	624	658	682
7	Sailing	1,852	1,938	2,101	2,170	2,396
8	Other Boating/Fishing	28,501	29,950	31,397	33,906	35,122
9	Camping/Climbing/Hiking	6,545	6,807	7,131	7,615	7,927
10	Equestrian	9,971	10,646	11,972	11,818	12,674
11	Hunting/Shooting/Trapping	9,927	12,221	12,500	13,751	15,394
12	Hunting	6,300	7,626	7,724	8,434	9,292
13	Other Shooting/Trapping	3,627	4,595	4,776	5,317	6,101
14	Motorized Vehicles	58,229	60,221	62,145	57,837	59,378
15	Motorcycles	11,245	11,679	11,976	11,304	11,314
16	RVs	25,489	27,467	29,592	29,231	29,972
17	Other Motorized Vehicles	21,495	21,075	20,577	17,303	18,092
18	Recreational Flying	6,310	6,236	6,784	7,120	5,487
19	Skiing	2,696	2,731	2,927	3,133	3,310
20	Snowboarding	2,369	2,442	2,583	2,768	2,960
21	Other Conventional Outdoor Recreation Activities ¹	9,991	8,868	9,666	9,727	11,957
22	Multi-use Apparel and Accessories (Conventional) ²	71,228	76,833	81,728	80,788	86,601
23	Other Outdoor Recreation	123,942	134,958	137,624	144,598	148,675
24	Amusement Parks/Water Parks	14,805	15,625	16,552	18,066	19,227
25	Festivals/Sporting Events/Concerts	22,122	23,058	24,235	25,697	26,481
26	Field Sports	6,123	6,520	6,810	7,211	7,729
27	Game Areas (including Golf and Tennis)	31,414	31,747	31,170	33,300	36,227
28	Guided Tours/Outfitted Travel	26,359	27,248	28,634	28,173	26,489
29	Productive Activities	2,338	9,417	8,374	8,548	8,648
30	Other Outdoor Recreation Activities ³	15,451	15,966	16,540	18,444	17,845
31	Multi-use Apparel and Accessories (Other) ²	5,330	5,376	5,309	5,159	6,029
32	Supporting Outdoor Recreation	265,859	267,109	271,817	274,338	277,288
33	Construction	10,533	10,276	10,836	11,972	12,697
34	Trips and Travel ⁴	224,295	225,395	228,657	229,107	230,492
35	Government Expenditures	31,031	31,437	32,324	33,259	34,100

1. Consists of air sports, boardsailing/windsurfing, dog mushing, geocaching/orienteering/rock hounding, ice skating, inline skating, land/sand sailing, races, running/walking/jogging, SCUBA diving, skateboarding, snorkeling, snowshoeing, stand-up paddling, surfing, tubing, wakeboarding, water skiing, whitewater rafting, and wildlife watching/birding.

2. Consists of backpacks, bug spray, coolers, general outdoor clothing, GPS equipment, hydration equipment, lighting, sports racks, sunscreen, watches, and other miscellaneous gear and equipment.

3. Consists of agritourism, augmented reality games, beachgoing, disc golf, hot springs soaking, kite flying, model airplane/rocket/UAV, paintball, photography, stargazing/astronomy, swimming, therapeutic programs, water polo, yard sports.

4. Trip and travel expenses in the Outdoor Recreation Satellite Account are consistent with expense from the Travel and Tourism Satellite Account. Trips are defined as travel greater than 50 miles away from home. Trip spending includes food and beverages (groceries and restaurants), lodging, transportation, and souvenirs and shopping.

Outdoor Recreation Growth and Overall Community Influence

“The nearly universal appreciation of these preserved landscapes, restored waters, and cleaner air through outdoor recreation is a modern expression of our freedom and leisure to enjoy the wonderful life that generations past have built for us.” –Ronald Reagan

There is no question that outdoor recreation has become a great force in the U.S. economy. Research shows that the industry is growing at an astounding rate. The BEA statistics released February 14, 2018, state that the “outdoor recreation economy accounted for 2.0 percent (\$373.7 billion) of current-dollar GDP in 2016” (table 3 above) (BEA, 2018). In 2017 the OIA released a report showing that outdoor recreation currently provides 7.6 million jobs in America. That is more than computer technology (6.7 million), transportation and warehousing (4.8 million), food and beverage service (4.7 million), education (3.5 million), and real estate and leasing (2.1 million) (OIA, 2017).

Outdoor recreation also provides \$887 billion in consumer spending to the U.S. economy which in turn “generates \$125 billion in federal, state and local tax revenue” (OIA, 2017). It is becoming such a popular trend that “more Americans participate in outdoor recreation each year (145 million) than attend the NFL, NBA, MLB and NHL games combined (134 million)” (OIA, 2017).

America is not the only country to realize the benefits of natural resources and outdoor recreation. China has had an immense growth when it comes to outdoor recreation. “The number of outdoor recreation sites in Beijing increased at an annual rate of 20.3%, growing slowly from 1990 to 2002 and accelerating from 2002 to 2010” (Zhang, Yang, 2014).

It is not just the economy that benefits from outdoor recreation but many areas within a community seem to be positively affected by it. For example, crime rates and community cohesion are important factors for identifying substantial outcomes. The authors of “*Seeing Community for the Trees: The Links among Contact with Natural Environments, Community Cohesion, and Crime*” argue that: “The perceived quality, views, and amount of time spent in nature were linked to more community cohesion, and in turn, the perception of cohesive communities enhanced individual well-being outcomes and contributions back to society through higher workplace productivity and environmentally responsible behaviors. Our findings also indicated that local nature was linked to lower crime both directly and indirectly through its effects on community cohesion” (Weinstein, et al, 2015).

Weinstein, et al, also point out that: “The impact of nature on communities extends across important elements of wellness and to a number of personal reactions and daily behaviors. For example, research has shown that community cohesion increases individuals’ general sense of well-being (Morrow et al. 1999, Bramstone et al. 2002). As social needs are

satisfied, people also spend less time in solitary media-use behaviors that offer an escape from daily life, such as watching television and spending time on the Internet (Katz and Foulkes 1962, Katz 2002, Bickham et al. 2006); instead, they may spend free time with important others” (Weinstein, et al, 2015).

It can also have a profound impact on mental health, fatigue and even help alleviate symptoms of certain diseases. Kathleen Wolf, Ph.D. and Katrina Flora state that: “Encounters with nearby nature help alleviate mental fatigue by relaxing and restoring the mind. Within built environments parks and green spaces are settings for cognitive respite, as they encourage social interaction and de-stressing through exercise or conversation, and provide calming settings” (Wolf, Ph.D., Flora, 2015). Wolf and Flora also claim that, “Outdoor activities can help alleviate symptoms of Alzheimers, dementia, stress, and depression, and improve cognitive function in those recently diagnosed with breast cancer” (Wolf, Ph.D., Flora, 2015).

The economic benefits of outdoor recreation are increasing as communities are beginning to implement outdoor recreation plans and strategies on how to best take advantage of outdoor recreation and natural resources. There are many cities that have found outdoor recreation to be a top asset and have used the industry to influence economic development, community planning and even downtown redevelopment. Communities that follow the national trends of outdoor recreation are likely to see lower crime, overall community health and wellbeing rise, and of course many economic benefits. Ogden is one of those cities that has made outdoor recreation a staple and priority in the community.

So, how does this apply to Ogden? The research will show that outdoor recreation has been a great economic stimulator for the community. Not only is the nation seeing an increase in economic benefits from outdoor recreation, Ogden has also seen tremendous benefits. As stated earlier in the paper, and will be discussed in more detail later, Ogden is home to more than 40 outdoor recreation companies. These companies have brought economic stability to Ogden and because of outdoor recreation “the Ogden area added more jobs than any other region in the country, with more than 8,000 new jobs flowing into the community during Godfrey’s tenure” (OIA, 2012).

Ogden might be a unique community with easy access to outdoor recreation amenities while still maintaining low cost of living and a healthy workforce. These were attributes Ogden utilized to help attract outdoor recreation companies to the city. After Amer Sports moved their company to Ogden, Mike Dowse, Amer Sport’s General Manager felt that Ogden provided an opportunity that was not available in other communities. “The cost of doing business here is less, which helped us weather the recession,” he said. “Our

employees, many of whom are in their 20s and 30s, could finally buy their first homes by moving here, thanks to Ogden's low cost of living. But it was being immersed in some of the best skiing, kayaking, fishing, climbing and biking trails in the world that really impressed us. We're now able to offer employees the outdoor lifestyle they love just minutes from where they work and live. It's helped us attract and retain some of the best and brightest people in the business" (OIA, 2012).

Businesses have relocated to Ogden for a plethora of reasons, however, many were sold on the opportunity their employees would have to work, play, and live in the same place. These new young employees seemed to be active in the community and take ownership in Ogden which they now considered home. "This influx of new young workers and their families has positively affected neighborhood revitalization and civic engagement, said Mike Caldwell, the current mayor of Ogden. Amer Sports' 110 employees, for example, regularly partake in community service activities such as river and park cleanups and trail clearing.

"We used to have a blight of deteriorating rental homes and neighborhoods. Now young families seeking a vibrant outdoor lifestyle are buying and restoring these worn-out properties," he said. "When you're a homeowner, you're much more vested and engaged in the community. Our parks and outdoor spaces, for instance, are now a priority, with the young families making them safe and restoring them to their former glory" (OIA, 2012).

"Caldwell said all these investments in outdoor recreation have paid off big time. Ogden's economy is thriving. Wages at Amer Sports and other businesses are significantly higher than the national average. The city has scored more than \$1.2 billion in investment, while lowering taxes three times. And crime has dropped by 33 percent, which is twice as low a drop than the national average" (OIA, 2012).

This unique method of community development not only brought companies and business to the community but bolstered the business that had been in the community for many years and brought national attention to the city. It seems that community leaders attribute more community involvement, rehabbing of former run-down areas, and even lower crime to outdoor recreation. Ogden has a healthier economy and a healthier community than it did 20 years ago, and as Mayor Caldwell expressed when talking about Ogden, "the great thing is, we haven't even come close to realizing our full potential" (OIA, 2012).

Chapter 4

Findings

The Community Capitals Framework

Most amenities do not solely fit into a single community capitals category but rather qualify for multiple capitals. For example, a lake obviously qualifies as natural capital but as people gather at the lake it becomes a social community capital. If there is an event at the lake there may be a cultural capital influence and possibly an impact on the financial capital of the community. Housing around the lake would be built capital. The point is, there are many community capitals influenced by a variety of amenities within community development. As each capital is addressed in this paper, keep in mind that each amenity discussed is not exclusive to a single community capital.

The community capitals will now be analyzed to help the reader understand what the community capitals framework looks like in Ogden and how each capital has been impacted from outdoor recreation and the revitalization of the city. Each community capital's greatest assets will be looked at to see if there has been change since 2000 when outdoor recreation became the community development focus.

Stuart Reid said, "I think communities have to identify what their assets and resources are that can be leveraged to create more investment and development in their community. These assets should be able to support and expand on the strengths of the community" (Reid, 2018). This paper will look at what assets Ogden identified and utilized to strengthen the community. It will be beneficial for the reader to consider if their community possesses these same community assets and if Ogden's methods can apply to their own community.

The community capitals will first be analyzed individually to get a better idea regarding how much impact outdoor recreation had on each capital. Secondary sources were used to identify the assets the community possesses within each capital and how much growth or improvement was made to those assets. After each capital is presented and analyzed a look at the overall benefits Ogden experienced will be addressed.

Natural Capital

Definition: The quality of natural and environmental resources existing in a community.

Examples: Parks; lakes; rivers; wildlife; forestland; farm land; mountains; other natural resource features (Beaulieu, 2014).

Ogden Mountains

One of Ogden's greatest natural assets are the Wasatch Mountains. With peaks reaching 9,579 feet, there are many outdoor recreation opportunities provided by these mountains. In fact, today, Ogden sits adjacent to 170,000 acres of National Forest. When recruiting outdoor recreation companies one of city's greatest selling points was how close their downtown and business district is to the mountains and other outdoor recreation resources. These natural resources helped attract some of the companies that would eventually call Ogden home. Because these natural resources played such a vital role to the new high adventure identity the city was trying to establish, Ogden officials and community members worked together to expand and exploit these natural amenities.

"Ogden has great natural assets. The mountain trail system that connects to a great urban trail is unique. It's hard to find other urban centers that are 25 minutes away from a world-class ski resort. Having kayaking, mountain biking, rock climbing, bouldering, water skiing and fly fishing all 5 minutes from downtown is hard to replicate. The interesting part is that nobody realized we had this package until we pieced it together. We had the jigsaw puzzle pieces in front of us but we had no idea what the picture was until one by one we started connecting the pieces. Bringing national events for running, mountain biking, triathlons, skiing, rock climbing, etc., along with the national publications on our emergence as the "Outdoor Capital" lent legitimacy to our claims, bringing more outdoor industry jobs and investment to our community" (Godfrey, 2018).

Ogden Rivers and Lakes

Ogden is home to several lakes and rivers which have been developed and used to benefit the community. One of the priorities of the new city administration in 2000 was to clean up the dilapidated parts of the city, improving them for public use. One of the amenities the city decided to clean up was the Ogden River. "We purchased 140 rundown homes and

junkyards located on both sides of the river. Those sites have been replaced with multifamily housing, a park, and commercial enterprises. As part of this redevelopment project, the federal government partnered with the city, providing millions of dollars to clean up the river and beautify its banks, making it into a presentable and safe walkable and bikeable area” (Reid, 2018).

“For years the area was mostly vacant and dilapidated, but it now includes the town homes, a set of apartments and several restaurants and retail shops.

“Located just north of the Ogden’s central business district, the redevelopment area was created in 2002 by city council action. When the city establishes an RDA, it allows developers to receive tax increment financing, a redevelopment mechanism that pumps tax revenue increases back into a particular project area.

“The money is often used to help finance projects and pay for property acquisitions and maintenance. According to city council documents, the Ogden River RDA can receive TIF until 2027” (Shaw, 2018).

As of 2018, Ogden has received approximately \$5 million dollars in grant money that has gone toward cleaning up miles of river and improvements along the river. Because of these efforts, Ogden has received multiple awards including the American Fisheries Society Utah Chapter’s Conservationist of the Year in 2011.

“One of the more unique projects in Ogden was Goode Ski Lake. One of the first companies recruited to Ogden was Goode skis and one of the first items of business was to rename a lake located in the downtown “Goode Ski Lake.” “Last week, amidst a big celebration, the Mayor of Ogden, Utah renamed the 21st Street Pond to “*GOODE* Ski Lake”.

"All of us are overwhelmed with the realization of the vision of the lake", said Mayor Godfrey. "It will be a tremendous introduction to people as the gateway to Ogden. *GOODE* Ski Lake fits well with our City's efforts to become an outdoor recreation mecca.”

"We are planning to expand the newly named *GOODE* Ski Lake into a World-Class water ski venue located in Downtown Ogden, Utah.", said Dave Goode. "Ogden is in a great

location and certainly is a city on the move. Dawn and I are honored to have the lake named after our company” (Goode, 2007).

The city partnered with the Goode Ski company to allow them to develop the lake and use it for competitions and to test gear. This move saved the city money and provided a use for the lake that had previously been an eyesore often frequented by vagrants and drug dealers. There is now a pathway around Goode Ski Lake that connects to the Ogden River Pathway through the downtown.

Ogden’s Trails

In 1995 the Weber Pathways nonprofit organization was established by three local citizens in hopes of creating a trail system that would benefit the community. In 2000, when Mayor Godfrey was elected, he decided to work with the Weber Pathways group to expand the trail system in Ogden. Since that time “55 trails spanning 250 miles have been constructed by Weber Pathways and its partners” (A Brief History, n.d.).

The trail system is designed to connect the entire town to the downtown area and the mountains. In figures 2 and 3, you see that the trails run both around the city, along the mountains and right through the downtown. The idea was to create an opportunity to eat at a restaurant downtown, hop on your bike and ride the mountain side trail without having to ever get in a car. Possibly the most popular trail is the Ogden River Parkway which runs alongside the Ogden River and is the primary trail connecting the downtown to the mountains. The Ogden River Parkway is 4.4 miles long and runs through the heart of downtown with parks, restaurants, commercial properties, a rodeo arena, and other amenities along its path. Connecting urban life to the outdoors through trails has enhanced the natural capital throughout the community.

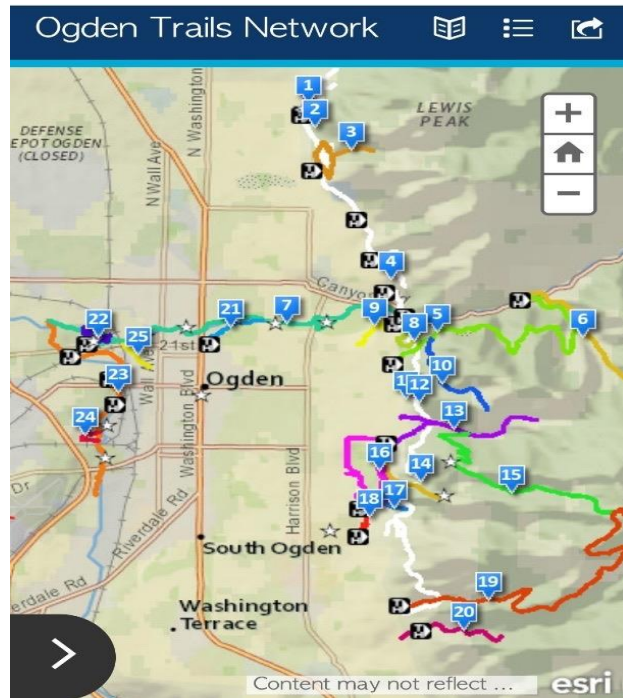


Figure 2: Ogden City bike trails



Figure 3: The centennial bike trail that connects the mountains to the downtown

In 2017 the Weber Pathways group created an annual event called Trailfest. This event invites and encourages community members to come and use the trails. “In 2017, more than 1,000 community members hiked, biked, or ran a section of the newly-completed Centennial Trail and more than 500 people enjoyed the community party after,” said Mark Benigni, executive director of Weber Pathways. “We hope to double participation this year, now that the event is more widely known. No matter your age or ability, we have many opportunities for everyone to get out and enjoy the beautiful trail system.”

“Families can enjoy the organized activities along the Centennial Trail that include a muddy trail demonstration, trail etiquette, free tubing on the Ogden River, science learning projects, digging for “fossils” and making a plaster cast near Eccles Dinosaur Park, and more. Some of the trails are narrow dirt paths and others are wider and paved. Participants can get their TrailFest Passports stamped at the hosted trail segments and then bring their passports to the TrailFest Expo and Festival for a chance to win great prizes. The Festival and Expo will feature community organization booths, great food and beverages, and healthy family-oriented activities such as trampolines. Also available to festivalgoers is the

Farmers Market, that is going on in the vicinity that morning” (Trailfest, 2018). (See figure 4)



Figure 4: An advertisement for the Ogden City Trailfest

Trailfest seems to be a great example of using natural capital to connect members of the community to one another and to the outdoor recreation amenities offered in the community. Riding the trails in the morning and then after participating in the celebration downtown is one way Ogden has used outdoor recreation to impact many community capitals.

In 2000 Weber Pathways purchased part of the old rail trail corridor and turned it into a bikeable trail. In 2012 the group purchased the remainder of the unused trail line which put the total purchase at 239 acres of protected land and just under 12 miles of trail (Weber Pathways, n.d.). This is another of example of taking something that could sit and depreciate, in this case an old unused railroad trail line, and turning it into a community asset.

Since 2004 \$1.62 million in trail and pathway facilities have been provided to the public of Weber County by Weber Pathways without a single tax dollar going to overhead (A Brief history, n.d.). Most of the money spent on the trails are from private donations and volunteer hours.

“Ogden’s trail system offers year-round adventure for hikers, bikers, & climbers. The trails vary from paved parkways following the Ogden and Weber Rivers to aggressive single track perched high above the valley. The system connects world-class climbing & bouldering areas, 3 kayak parks, a bike-jump park, wetlands, a nature park, breathtaking waterfalls, a pristine lake, a blue-ribbon fishery, numerous city parks, botanical gardens, and our founding historical site Ft. Buenaventura all to an exciting and historic downtown.

“The Ogden Trails Network is a City chartered advisory committee, which for over 23 years specifically focuses on the development and maintenance of our extensive system. The members work with hundreds of volunteers and City personnel to fulfill its mission to develop a world-class trail experience for the betterment of Ogden” (Ogden Trails Network, n.d).

Ogden’s trails have become an important aspect of the community. There are over 266 miles of trails in the Ogden area, along the rivers, lakes and in the mountains. Many community development projects have been designed around Ogden’s trail system.

Actions of city officials regarding natural capital

- Partnered with the Pathways group to help design and build over 250 miles of bike trails linking the mountains rivers and lakes in Ogden.
- Created an open space committee to help preserve and plan open space in the city
- Partnered with Goode Ski Company to utilize the 29th Street Pond (now called Goode Ski Lake) and beautify the area. There is now a walking and biking trail around the lake as well as a cleaner more public friendly atmosphere.
- Recruited Xterra to bring their off-road triathlon to Ogden
- Sought and received millions of dollars in grants to help clean up and improve the Ogden River. That money went toward cleaning around the river as well as building bridges and creating a walkable/bikeable path that is 26 miles long and connects the two rivers in the city.

- Assisted the Weber Triathlon Group get permission and install a swimmers only area in Pineview Reservoir.

After identifying the natural assets in the community Ogden saw success by partnering with private companies to effect change in the community. Almost everything that happened with natural capital in Ogden had some sort of public/private partnership. Often, communities will attempt to manage it all themselves, however, to replicate Ogden's success there may need to be private involvement.

Ogden also set itself apart by recruiting outdoor events that would bring attention to its outdoor amenities. "To woo even more visitors and tourist dollars, Godfrey recruited world-class outdoor events to town, including bicycling criteriums, kayak races and the XTERRA national championship triathlon and trail run series. 'All these events helped brand Ogden as the place to go for outdoor recreation,' he said" (OIA, 2012).

Communities looking to replicate Ogden's success should identify the natural assets that can benefit the community. Then they should work toward developing these assets as Ogden did with its trail system. Then find private partners, government grants and others who can help make great change in the community. Lastly, create or recruit community events and find ways to bring attention to these events.

Cultural and Social Capital

Definition: Cultural Capital: The values, norms, beliefs and traditions that people inherit from the family, school and community. Also includes material goods produced at a specific time and place (such as paintings, books) that have historical or cultural significance.

Definition: Social Capital: Connections existing among people and organizations that help make things happen in the community. Includes close ties that build community cohesion (bonding) as well as weaker ties with local and outside people and organizations that help promote broad-based action on key matters (bridging).

Examples: Cultural events/festivals; musical heritage; libraries; museums; multi-lingual populations; historical associations (Beaulieu, 2014).

Reid, in an interview, was asked what culture was the city trying to create when rebranding Ogden as an outdoor recreation community. He responded: “We decided that we would focus on the rising generation of millennial's and Gen Xers and build an economy in the community around their culture and their interests, so we focused on high adventure and high-tech. It turned the culture into a younger more celebratory, fresh, experimental kind of culture. An entertainment culture, a high-tech and high-adventure culture that's created an interest with the younger population to live work and play in Ogden” (Reid, 2018).

In a 2007 interview with the New York Times, Mayor Godfrey echoed those same perspectives: “We need more high-paying jobs. We need tourism. We need a 20-to-40-year-old demographic that likes to work hard and play hard” (Knight, 2007).

Using outdoor recreation to create a new culture in a community is not an easy task. However, once a few outdoor recreation companies were located in Ogden others began to take notice. An indoor air tube for skydiving was placed in the heart of downtown. Below the wind tube is a rock wall and next to that is an indoor surfing wave. Uniquely, all of these activities are located in the Solomon Center downtown.

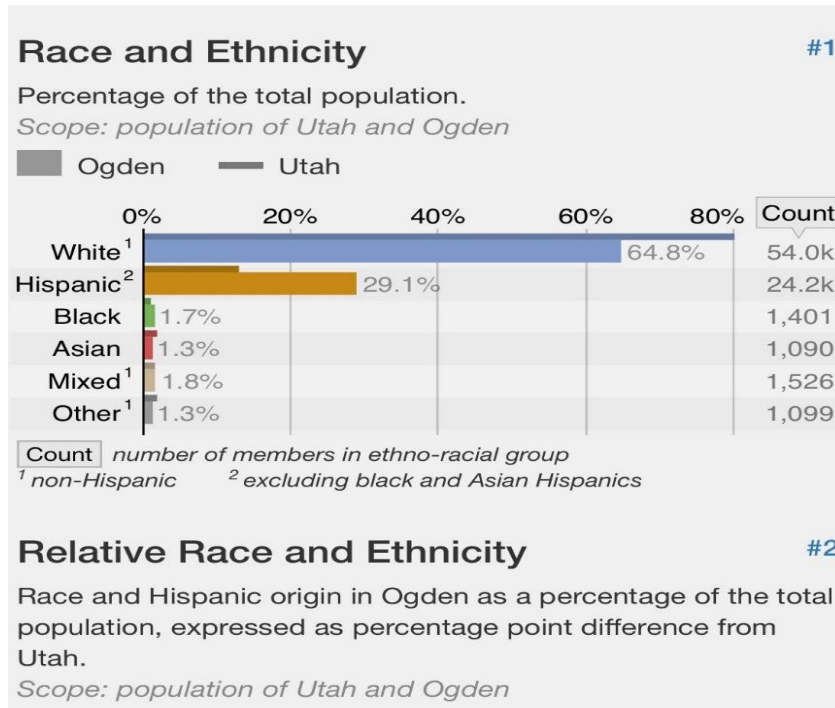
Events now held in Ogden helped to create a young get out and play vibe in the city. Xterra hosts its off-road triathlon each year in Ogden. Ogden is also home to a marathon and dozens of other events, including weekly mountain bike races at Snowbasin Ski Resort, weekly hiking groups, Ogden Music Festival, Ogden Twilight Concert Series, Blues, Brews & BBQs Summer Concert Series, Ogden Pioneer Days and Rodeo, Rocky Mountain WakeSurf Open, The Harvest Moon Celebration, and many more (Visit Ogden, n.d.). “In 2012, outdoor recreation events in Ogden attracted more than 26,000 participants and 60,000 spectators” (Outdoor Recreation, n.d.).

Diversity in Ogden

Ogden is a diverse community. In fact, figure 5 shows that in 2015, just under 30% of the community was Hispanic (Race and Ethnicity in Ogden, Utah, 2015). Ogden was home to almost 7,000 more Hispanics in 2010 than it was in 2000. That number continues to grow as well as the other areas of racial diversity.

Figure 5: Race and Ethnicity in Ogden, Utah in 2015

Race and Ethnicity in Ogden, Utah (City)



Ogden is the most diverse city in Utah and in the top 1/3 of the 313 most populated cities in America (Wallet Hub, 2018). Wallet Hub studied four areas of diversity (Social class, Ethno-Racial, Economic, and Household) to determine that Ogden is Utah's most diverse city in Utah and the 97th most diverse city in the country. Table 4 highlights Ogden's diversity compared to other communities in Utah. The communities listed in table 4 are communities located in Utah, however, the overall rank is the rank in the U.S.A.

Ogden's diversity has created an all-inclusive culture that helped change the perception of Ogden and rebrand itself. As Reid suggested, the idea was to focus on younger, more active and diverse people to come in and help the community seem "cool". Ogden intentionally recruited ethnic businesses and encouraged events celebrating cultural diversity.

Table 4: Shows Ogden's diversity ranking amongst the top 313 most populated cities in America. Included in the table are cities located in Utah

Overall Rank	City	Total Score	Social Class Diversity' Rank	Ethno-racial Diversity' Rank	Economic Diversity' Rank	Household Diversity' Rank
97	Ogden	60.38	241	121	59	79
109	West Valley	57.61	196	89	106	235
146	Salt Lake City	69.68	87	160	110	239
162	West Jordan	53.08	164	204	70	277
212	Layton	54.18	140	258	20	309
234	Sandy	57.58	84	283	200	297
242	St. George	65.49	220	257	83	298
251	Provo	66.83	169	234	302	293
263	Orem	62.39	113	233	179	301
272	Millcreek	58.73	76	289	84	225

Today, in Ogden there are over 650 events hosted by the community each year—three parades, a rodeo, the Ogden Raptors baseball team, a marathon, a triathlon, a weekly farmers market, an annual restaurant festival, summer movies in the park, and many other events that bring community members together. All of these events and activities were organized as part of the Ogden revitalization plan to appeal to a diverse residential and visitor population interested in outdoor events and recreation.

Actions by city officials regarding cultural and social capitals

- Created, sponsored, or co-sponsored 650 community events in Ogden in 2017
- Recruited ethnic businesses to Ogden
- Encouraged and sponsored culturally diverse celebrations, events, and festivals
- Helped facilitate the Hispanic Business Association

- Built an amphitheater to hold outdoor community events and concerts
- Started a weekly farmer's market
- Recruited high-adventure and high-tech companies to the city changing the community culture to be younger and more active.

Ogden simply embraced and enhanced its diversity by creating events and promoting them throughout the community and surrounding areas. City leaders actively discussed how they could bring more people together in the community. They built an outdoor amphitheater which could hold concerts and movie nights. They highlighted the Hispanic culture with Cinco de Mayo celebrations. They held events in the downtown so people would gather in the heart of the city which brought more business traffic to the downtown. Other communities can replicate this by celebrating the cultures in the community as well as create events to bring people together. Creating community traditions like a movie night in the park or a local farmers market is a great way to build on community cohesiveness and community culture.

Human Capital

Definition: Attributes of individuals that provide them with the ability to earn a living, strengthen community, and otherwise contribute to community organizations, to their families, and to self-improvement. It includes access to education and knowledge development, training and skill building activities and efforts to build and expand local leadership.

Examples: Formal and informal education institutions; workforce training programs; adult and youth leadership programs; lifelong learning activities (Beaulieu, 2014).

The direct impact outdoor recreation has on the human capital of Ogden, Utah is difficult to assess. While it is difficult to find direct impacts on human capital, however, there are some interesting developments in Ogden's human capital areas during the time outdoor recreation was developed and promoted as a major industry for Ogden. Mayor Godfrey and Stuart Reid both would argue that outdoor recreation had a major impact on the local university and education in Ogden, so it is worth exploring. Below are some findings within the human capital category from 2000 to present day that may help show the impacts outdoor recreation possibly has had on the human capital of Ogden.

One of Ogden's greatest assets is Weber State University. In 2000, Weber State had an enrollment of 14,335. In 2018, the enrollment is over 26,000. On Weber State's website a timeline is highlighted of significant events in its history. From 1980-2000 Weber State shows that there were nine significant events. From 2000-2017, when outdoor recreation and natural assets became the focus of community development, they list 35 significant events including, "a major renewal of the Ogden campus, in 2002" (Timeline, n.d.). In addition, the university further developed their outdoor program with the hopes of "providing the resources for outdoor adventure to both Weber State University and the greater community through developmental, educational, and high-quality programming for our students, staff, and participants" (Outdoor Program Mission, n.d.).

Interestingly, the domino effect Ogden created by focusing on outdoor recreation as a community asset benefitted Weber State University tremendously. There are many new programs since the year 2000 that Weber State provides to its students and the community. Many of these programs have in turn benefitted the community by educating future workers and creating jobs.

Leah Goodman wrote in an article for Newsweek magazine: "Mark Muro, a senior fellow at the Brookings Institution and the director of its Metropolitan Policy Program, co-authored a report in June listing Ogden as one of 'the hottest 15 metros for advanced industries,' a city that has worked hard to attract jobs in high-growth sectors. In particular, Ogden's focus on technical jobs and vocational training for its non-university graduates has made it a U.S. hub for science, technology, engineering and math (also known as STEM) jobs, Muro says.

"While the number of university graduates in Ogden is less than half its adult population, the town has installed numerous STEM programs in its schools and single college, Weber State University, that match students and adults with high-tech employment opportunities—and technical training starts as early as kindergarten, says Terrence Bride, Ogden's business development manager. This leads to higher-paying jobs for graduates without the need for a four-year university degree, which means lower debt for graduates and ultimately a chance to accumulate wealth" (Goodman, 2015).

Reid, referring to outdoor recreation's impact on Weber State and Education in Ogden, said: "It created a significant expansion in the enrollment at Weber State. The fact that Ogden was getting cleaned up; that Ogden was improving; that Ogden was rehabilitated; and that Ogden was being redeveloped, it made people feel more comfortable to live and work in the downtown and attend the university. Because Weber State is primarily a commuter school many single and married students now live in the downtown.

“Because it grew the economy, expanded the tax-base and provided funding for the construction of new elementary, middle and high schools, including charter schools throughout the community. That would not have happened without the revitalization of Ogden. So, in terms of education, it had a tremendous impact on education investment” (Reid, 2018).

Actions by city officials regarding human capital

- Worked with Weber State University to bring a satellite campus into the downtown
- Built affordable housing in the downtown for students
- Worked with the Ogden-Weber Applied Technology College and private industry to create programs that would help better train Ogden’s labor force
- Ogden City used interns from Weber State University to train and give them work experience
- Partnered with the Ogden School District by providing land from them to build a school in the inner-city
- Partnered with three different downtown charter schools by providing grant money and support to the schools

Other communities might not have a university within city limits, so this could be a difficult area to replicate Ogden’s success. In fact, its hard to measure how much outdoor recreation truly affected human capital in Ogden. As mentioned earlier in the paper, the best way to effect human capital is by recruiting more business to the community creating an opportunity for wages to rise and more jobs to be available. If there is a university or specialty school in the community, by promoting your natural amenities you may see a rise in enrollment and possibly better more educated faculty living in the community.

Political Capital

Definition: The ability to influence and enforce rules, regulations, and standards. Access to individuals and groups with the power to influence decisions. Participating in civic discourse on difficult public issues.

Examples: Elected and appointed government officials; citizen participation on issue forums; congressional representatives and staffers; political organization leaders; voting rates in local, state and national elections (Beaulieu, 2014).

Any community that decides to rebrand itself and redevelop much of its community is going to face some backlash. Ogden was no exception. “Everything we did seemed to be controversial. There were a lot of naysayers. There were a lot of people who thought we would not be successful. There were a number of people opposed to the recreation plans we created” (Reid, 2018).

“Just over a decade ago, the future here looked bleak. Ogden had experienced 30 years of economic and infrastructure decline, main streets were deserted, much of its downtown commercial district was boarded up, and vagrants roamed streets soliciting and peddling drugs.

“An online message board from 2009 decried Ogden’s urban wasteland and reputation for being “a low-class gang-infested area,” adding despairingly: “Sadly, the Ogden mentality is so deep-rooted” that any efforts to revitalize the town were opposed, and “pursuit of change has offended” many” (Goodman, 2015).

Ogden city officials were fortunate that business leaders of companies, which had relocated to Ogden, decided to help the community see what a benefit these changes would eventually create. By forming two associations (The Ogden City Business Association and The 25th Street Association) these business leaders “became very interested and became boosters for our effort against the opposition of people who had their doubts that Ogden could become what we were trying to make it” (Reid, 2018).

Reid credits city officials for first creating the business opportunities in the community which eventually would lead to a number of active business leaders endorsing the vision of Ogden as an outdoor recreation mecca. “We completely rebranded and remarketed who we were, where we were headed and what we were going to do. The business community rallied our efforts to create a new business community. They were very attentive to supporting our effort and making sure that we weren't distracted or undermined by the other political forces in play in Ogden City that really were the cause of some of the downturn in Ogden in the first place” (Reid, 2018).

Some of the political benefits from the success Ogden saw was the power the city was gaining in the political inner circles of Utah. “What I also think it did was empower our representatives in the state legislature. For example, in our position among other mayors, many mayors and city council members from different cities came to see what we were doing and how we were doing it. They wanted to try to replicate our effort in their communities.

“Along with other interested community leaders, it gave us more clout at the legislator that we didn’t have before. The successive governors were paying more attention to us. Previously, we were considered less relevant to state government, but that has all changed. Because of Ogden’s success, service in the Utah Legislature has attracted a more respected crop of representatives and senators, benefiting Ogden and its request for grants and state investments” (Reid, 2018).

For example, Ogden now has more legislators representing its interest in state government. Ogden elected the first female senator from the city, who previously was the president of Weber State University. With this effective representation, Ogden has been given millions of dollars from the state to invest in redevelopment projects to improve both the economic environment and the natural environment.

Actions by city officials regarding political capital

- Hired lobbyists to lobby the governor’s office and the state senate. This was the first time the city had done this.
- Televised City Council meetings
- Worked with the downtown alliance to create a better downtown
- Worked with local religious groups to create open dialogue and allow them to be part of the redevelopment process
- Created an open space committee with citizen participation to help plan the open space usage in Ogden
- In 2011, Influenced a redrawing of legislative boundaries to give Ogden three state senators instead of two and added two house of representative members

Ogden became more transparent and invited more citizens to be part of the process of community development. As the community grew and Ogden started receiving national attention, city officials invited the governor and other state leaders to come and observe

their success. Wisely, they used this national recognition to garner more attention from local and state leaders. They encouraged a higher caliber of citizens to run for office in Ogden benefitting Ogden politically both locally and in state government. Ogden officials also created a strong relationship with the Church of Jesus Christ of Latter-Day Saints which has a strong influence in Utah. This relationship helped downtown development move forward and helped create powerful contacts within the political sphere in Utah.

Other communities may want to think about how they can involve their citizens in a beneficial way. Ogden utilized its community members by creating committees that helped locals be part of the planning process. For example, an open space committee was created and local citizens had the opportunity to help brainstorm ideas on what the best use of open space areas in the city would be. Ogden also televised their city council meetings so that citizens could take a more active role in knowing what was going on in their community. Ogden officials held public forums to discuss changes and future development projects to help educate the community members. They also held frequent meetings with local business leaders and eventually gathered the local outdoor recreation industry leaders for annual cluster meetings. They also went out and recruited future community and state leadership. This helped bring a higher quality of leadership to the community.

Financial Capital

Definition: The variety of financial resources available to invest in local projects or economic development initiatives. Efforts to build wealth to support community development activities.

Examples: Community foundations; grants; microloan programs; revolving loan funds; community development financial institutions; banks (Beaulieu, 2014).

It has not been an easy road for Ogden to see the transformation from a dilapidated railroad town to a stable outdoor high adventure community. It has taken several years to build a reputation that private developers and other financial institutions would trust enough to spend their own dollars on a vision that was unique in the community development world. Building surfing and skydiving facilities in the downtown and convincing private developers to put their condos and restaurants next door was not easy. However, Ogden saw some “success that created momentum and viability to the vision. Having the Olympics and a \$200 million investment in Snowbasin helped us have initial legitimacy but connecting that to Ogden proved more challenging” (Godfrey, 2018).

In 2002 when the city decided to purchase the downtown mall and eventually develop “The Junction,” Reid met with Utah billionaire Larry Miller. Most known for owning the NBA team, the Utah Jazz. Miller also owned several movie theaters. Reid asked Miller to build one of his theaters in the Junction. Knowing about the long years of decline, Miller was anxious about the risk, but nevertheless decided to build his theaters to help the community. His Junction Megaplex Theater is now one of the busiest theaters in all of Utah (Reid, 2018).

One of the obstacles city officials faced was convincing developers they would be successful. Luckily, once a few developers like Larry Miller signed on and the dominos started to fall. “Almost all of our projects were private-public partnership's, particularly in the first 10 years of our effort in rehabilitating the downtown area and even kickstarting the Business Depot Ogden.

“The airport is the other anchor that was redeveloped through private-public partnerships. At the airport we rebuilt the airstrips and we had a private developer with the assistance of both the state and city come in and build multi-use hangers, office buildings and restaurants.

“In the downtown, the IRS built new and rehabbed boarded up buildings close to 200,000 square feet for new office space. That was a partnership with them and private developers that bought the property and leased it to the GSA and IRS. We put all of those deals together as the city and brought in the developer and partnered them up with the GSA. So, nearly everything we did had federal, State, local, and private money in the rehabilitation of Ogden City” (Reid, 2018).

Once a few businesses moved to Ogden the city officials found it easier to recruit more companies to the city. Today, as shown in table 5 below, Ogden is home to many outdoor recreation companies. “Ogden’s proximity to world-class outdoor recreation and its related quality of life were discovered during the 2002 Winter Olympic Games when it hosted events at Snowbasin and the Weber County Ice Sheet. Since then, Ogden City has attracted some of the most high-profile brands in the outdoor recreation industry to Ogden. Representative outdoor recreation companies located in Ogden are listed below” (Outdoor Recreation, 2018).

Table 5: A list of outdoor recreation companies located in Ogden, Utah. Table from Ogden City

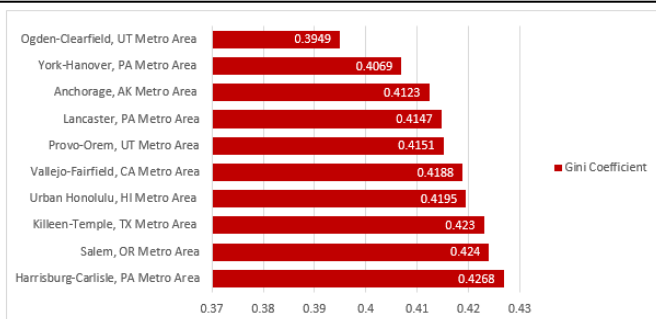
Outdoor Recreation Companies in Ogden, Utah (Non-Retail)	
Amer Sports (Salomon, Atomic, Suunto, Mavic)	Mackenzie Exhibits
Darko Technologies	McKenzie Sports Products
DFG	Mercury Wheels
ENVE	Mobius Cycling
Goode Ski	Osprey Packs
Gura Gear/Tamrac	QBP (Quality Bicycle Products)
Hart Ski	Rossignol
Hookease (LaunchPad)	Rotor Bike Components
Hub City (Geigerrig)	Scott USA
HyperThreads	Tektro USA (TRP Brakes)
ICON Health & Fitness	Universal Cycles
ID ART Agency	Volagi
Kahuna Creations	WickWerks

Outdoor Recreation Companies in Ogden, Utah (Retail/Fitness)	
Alpine Sports	MP USA
Big 5 Sporting Goods	Peak Performance
Bingham's Cyclery	Recreation Outlet
CityCycle	Second Tracks Sports
Club Rec	Shape Up Outlet
Crossroads Skatepark & Shop	Skyline Cycle
Flowrider, iFly, iRock	Striders
Gear:30	The Bike Shoppe
Gold's Gym	The Front Climbing Gym
Kent's Sports Store	Wasatch Front Sports Academy

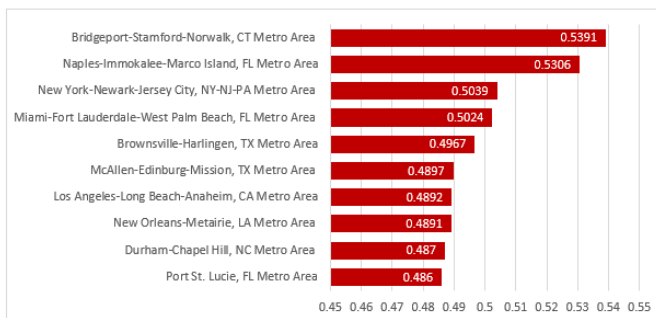
As development in Ogden took place and diversity and population grew, the wealth gap shrunk, while Ogden’s middle class strengthened (see figure 6).

“Today, Ogden, with a population of roughly 86,000, boasts a distinction that has put it on the national radar: At a time when the United States—along with much of the rest of the

Figure 6: Shows Ogden’s national rank in wealth equality measured by the Gini Coefficient



The Top 10 Most *Unequal* Metropolitan Statistical Areas in the U.S., as Measured by Gini Coefficients



The above reflect metropolitan statistical areas with populations of at least 300,000. Greatest levels of income inequality have *gini* coefficients above 0.5 while lowest levels of income inequality have *gini* coefficients closer to 0.4. Metropolitan statistical areas are determined by the U.S. Office of Management and Budget and consist of at least one urbanized area of 50,000 people with adjacent territory that has a high degree of social and economic integration, as measured by commuting ties.

world—is grappling with the pernicious effects of ever-widening wealth inequality, Ogden has become an unlikely beacon of egalitarianism. The city, together with its neighboring communities, has the narrowest wealth gap among America’s largest metropolitan statistical areas, according to the U.S. Census Bureau’s five-year American Community Survey” (Goodman, 2015).

“Ogden does not simply have the narrowest wealth gap; this middle-class oasis also offers many residents higher wages and a lower cost of living than the national average, with some of the lowest unemployment and best job growth numbers in the country. It’s the type of place most Americans had assumed disappeared in a cloud of cynicism somewhere between Studio 54 and Reaganomics” (Goodman, 2015).

“Ogden was mostly a blue-collar city and we decided that we needed to do something very dramatic if we were going to do a turnaround economically. That of course affects every other facet of community life. If you’re economically in decline, you cannot finance and support all the other needs of your community and it becomes a downward spiral. If your economics decline, your tax-base dwindles and you have to raise taxes higher, which Ogden had been doing for decades. By 2000, it had one of the highest tax assessments between the schools and the city in the state. It was not only taxing the residence at high levels, it was taxing business out of the community. There was a 15-year period where no taxes were raised in the city, which was unheard of in Ogden’s history. That was a result of having a stronger tax base from economic development. Through public-private partnerships Ogden built or rehabbed millions of square footage of development throughout the community, with much more planned” (Reid, 2018).

In summary, a stronger middle class emerged, no taxes were raised, development resources were provided through public-private partnerships, and downtown businesses were built bringing patronage back to the downtown area strengthening the core of the city. Weber State University enrollment increased creating more skilled labor. From 2007-2017 there have been over 44,000 jobs created in Ogden (Bureau of Labor Statistics, 2017), home values have increased, unemployment is at 3.2% while job growth is at 3.1%, and Ogden is ranked the 33rd best place for business and careers in the country (Forbes, 2018).

Actions by city officials regarding financial capital

- Recruited higher paying business to Ogden
- Expanded the Ogden Airport adding commercial operations
- Redeveloped 150 acres in the downtown comprising of 15 city blocks
- Created billions of dollars in public-private partnerships. In fact, in almost every major development project the city had private partners
- Because of the efforts from the city, the taxable value of the community increased by 1/3 from 2000 to 2012

Ogden identified some key areas in the community that needed to be redeveloped and revitalized. There was a lot of focus and effort put into these areas. Ogden started by focusing on its core or downtown. Ogden had a lot of beautification to do so it was a long process but other communities can replicate this by identifying what the current strengths of the community are and what the potential strengths are.

The use of private/public partnerships to create financial opportunities in the community was key to Ogden's success. Ogden recruited well equipped development companies to come in and help manage and redevelop the downtown. Using private companies to support Ogden's rebranding and redevelopment vision helped bring many amenities to Ogden especially in the downtown. One strategy to keep in mind is that Ogden had a plan and they only worked with developers who were supportive of the plan. Often developers want to dictate what the development will look like, however, Ogden made sure their vision was not compromised when working with private businesses and developers.

Built Capital

Definition: Represents the infrastructure of the community- the basic set of facilities, services and physical structures needed by a community.

Examples: Broadband and other information technologies; utilities; water/sewer systems; roads/bridges; business parks/incubator facilities; hospitals/health care buildings; main street buildings; housing stock (Beaulieu, 2014).

In 2002, city officials purchased the failed, Ogden City Mall for six million dollars. The 800,000 sq. ft. mall sat on 20 acres of land in the center of downtown. It was rundown and losing business. “By 1999, Nordstrom had left and J.C. Penney was packing” (Pierce, 2008). In an effort to incorporate recreation in downtown redevelopment, city officials tore down the mall, planned and designed The Junction development, where the old mall once sat. The Junction is a mixed-use development and home to multiple restaurants, mid-size office buildings, 30,000 sq. ft. retail space, 83,000 sq. ft. of residential living, in addition to the children’s museum, a bank, the Hilton hotel, a reception center, a movie theater, a full-use gym, an arcade and bowling alley, a dance studio, an indoor skydiving facility, indoor surfing, and an indoor rock climbing wall (See figures 7 and 8).



Figure 7: The old Ogden City Mall



Figure 8: The Junction development in downtown Ogden, Utah now sits where the old Ogden City mall was once located.

Anchored by the Solomon Center “The Junction is full of entertainment and recreation from bowling to rock climbing to skydiving. We get skydivers from all over the world coming in and training at the Solomon Center throughout the year” (Reid, 2018). This is

what sets Ogden apart and was the vision of city officials starting in 2000. To connect recreation to the downtown and encourage people to live, work, dine and play in Ogden.

“Creating critical mass for that project was challenging and so scraping together the Children’s Museum, Ensign Plaza, Earnshaw and Salomon Center helped us land the Megaplex which was required by Boyer to develop out the rest of the junction in downtown. Without the Salomon Center that project, which was key to the redevelopment of downtown, would not have happened” (Godfrey, 2018).

“The whole image and feeling of the downtown Ogden area changed dramatically and that caused people to feel much safer and comfortable to come downtown to dine and enjoy entertainment. Besides the recreation, we had many restaurants come in and the night time population expanded significantly. People that would never come to downtown come regularly now. Even the religious organizations have built new and better religious facilities in the downtown” (Reid, 2018).

Ogden was originally a Mormon settlement and still has a high number of Mormons in the community. One of the community staples in the downtown is the Mormon Temple. Built in 1972, the temple grounds cover nearly 10 acres in the downtown. As Ogden’s resurgence grew starting in 2000, Mormon leaders decided that it was time to rebuild the temple to match the community’s revitalization efforts. In 2010 The Church of Jesus Christ of Latter-day Saints announced it was going to rebuild the downtown Ogden temple. This is the only temple in the history of the church that has been torn down and rebuilt without first the temple being damaged or structurally compromised. This was another historic moment for Ogden. In 2014 the new temple was completed and nearly 600,000 people attended its open house in downtown Ogden (Dockstader, 2014).

Each month, tens of thousands of temple patrons come to downtown Ogden to the benefit of the business located in the vicinity of the temple grounds. (See figures 9 and 10)



Figure 9: The Old Ogden LDS Temple



Figure 10: The New Ogden LDS Temple

Not only were downtown mixed-use developments and religious developments taking place but most of Ogden was being rehabbed or expanded. In 2001, a 713,587 sq. ft. hospital called McKay Dee Hospital was built. It is the third largest hospital in the Intermountain Health Care (IHC) system. In 2015 a 21,170 sq. ft. addition was added to McKay Dee Hospital to help accommodate the needs of the facility. McKay Dee Hospital is the second hospital built in Ogden with Ogden Regional, a 240+ bed facility, being the other large medical facility in the city. Ogden Regional remodeled and expanded its health care facilities as well.

With the influx of new businesses in Ogden there needed to be a stronger warehousing and manufacturing center. The city partnered up with a development company called the Boyer Company to purchase and develop the Business Depot Ogden (BDO). Originally the BDO was owned by the US government as a military storage area called the Defense Depot Ogden (DDO). In 1995 the US government decided to retire the center and the city with the help of the Boyer Company purchased the 1,118 acre park and turned it into northern Utah's premiere business and industrial park. "As the result of innovative partnership between Ogden City and the Boyer Company, BDO has undergone a \$65 million infrastructure transformation. Upgrades have been made to roads, telecommunications, parking, water, sewer, buildings and the electrical grid. In addition to the infrastructure, the Boyer Company has invested an additional \$155 million in new construction, while BDO tenants have invested another \$90 million into their facilities.

"BDO features more than 9.5 million square feet of industrial and office space, including over 2.9 million square feet added by The Boyer Company since 2000, and another 300 acres where the dirt could be turned tomorrow. The site is essentially shovel-ready, with

water, sewer, power, rail access (available to 25% of the facility) and truck docks. Furthermore, BDO is located within one mile of I-15 and within an easy commute to the Ogden-Hinckley Airport and Salt Lake International Airport.

“Over 115 businesses are currently located at BDO, with over 4,500 employees on site” (About Us, n.d.).

Figure 11 shows a layout of the BDO and highlights new construction since 2017.

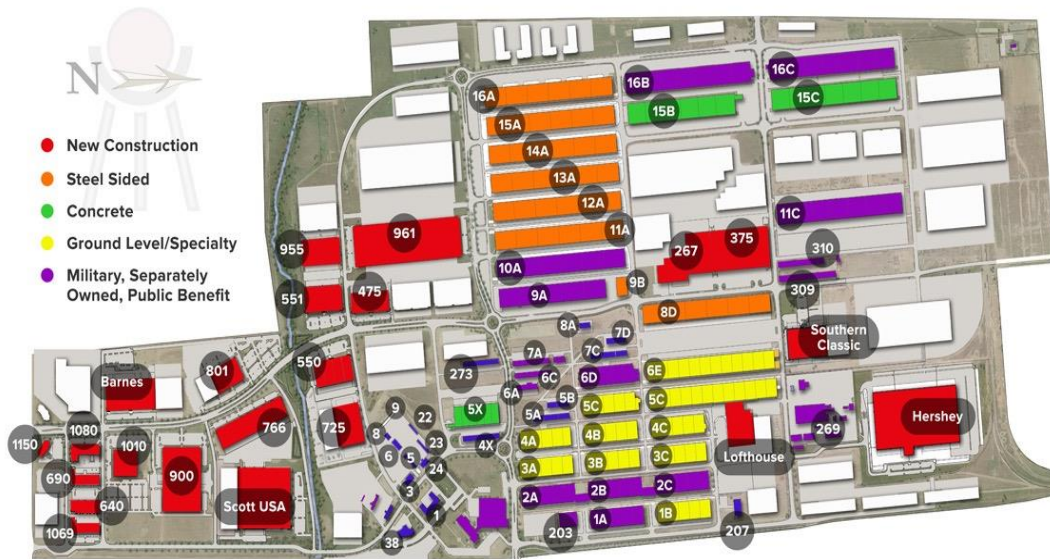


Figure 11: A layout of the Business Depot Ogden (BDO), an industrial, manufacturing and warehousing park.

Since 2000 Ogden has expanded nearly all of its major assets including, the Business Depot Ogden (BDO), the airport, the downtown center, Weber State University, its hospitals, its office and commercial center, its religious buildings, its manufacturing center, and of course, its many natural resources and outdoor recreation assets.

Actions by city officials regarding built capital

- Developed 150 acres in the downtown
- Redeveloped 15 city blocks
- Successfully petitioned The Church of Jesus Christ of Latter-day Saints to rebuild their downtown temple
- Partnered with The Church of Jesus Christ of Latter-Day Saints to develop the area surrounding the temple

- Partnered with the Boyer Company to plan, build, and manage the Junction development in the center of downtown
- Donated land for the building of a children's museum
- Purchased 140 homes in the downtown and replaced them with mixed-use developments
- The city partnered with the Utah Transit Authority to bring commuter rail to Ogden
- Built an intermodal hub in downtown

Ogden's major project that lead to other development opportunities was The Junction development. It was a major project that took many key players to accomplish the task of developing it. After the Junction was underway other downtown developments began. Sometimes one major project can have a positive ripple effect on the rest of the community. Ogden chose to focus a lot of effort and energy on the Junction because they knew it would help attract developers to work on other projects in Ogden.

One thing Ogden did that other communities should consider, is they solicited the help and participation of many key players in Utah to come and be part of Ogden's revitalization efforts. They recruited billionaire Utah Jazz owner Larry miller, The Church of Jesus Christ of Latter-day Saints, and The Boyer Company. These are the three of the biggest developers in the state of Utah. Recruiting them was incredibly beneficial as it brought money, private and political connections and a confidence from other developers who were thinking of building in Ogden.

Summary of Findings

To rebrand and redevelop a community takes time and patience. A community attempting to replicate Ogden's methods will need to understand that it took a lot of hard work and perseverance to accomplish the goals they had set in 2000. Mayor Godfrey and Stuart Reid dreamed big and stuck to the vision. Every community is unique and one of the best ways to accomplish what Ogden was able to accomplish is to dream big and be willing to fight to achieve the goals your community sets. Again, public/private partnerships helped Ogden's vision come to fruition. This was not a band aid approach but rather a complete rebranding of the community. Full city blocks were torn down and completely redeveloped. Everything along a 4 mile stretch of river was taken out to make room for a path. Entities with a large downtown influence like the Church of Jesus Christ of Latter-day Saints, the Boyer Company and Larry Miller were approached to support Ogden's vision. All these

efforts took perseverance and a vision that city officials new would take years to accomplish.

It is apparent that Ogden has seen some great success since 2000. Each community capital has improved in some form. These changes did not occur overnight and were not made simply because Ogden decided to be an outdoor recreation community. There were steps that Ogden took and each community capital was addressed at different times during the redevelopment of Ogden. Officials today would say there is still much to be done. However, the success the city has seen is something worth emulating, if possible, in other communities.

As other communities venture to make outdoor recreation a beneficial asset in the community, keep in mind that Ogden saw a great domino effect take place. After analyzing the natural assets in the community, developing them and promoting them, Ogden realized that all community capitals, at least in Ogden's experience, were interconnected. Meaning, that as the natural capital assets were identified, developed and promoted, Ogden utilized the attention to promote growth in other community capitals. The natural capital amenities led to an influx of financial capital which was turned into built capital as development took place in the community. Built capital and financial capital show a direct impact due to the developments and businesses having industry connects to outdoor recreation. Cultural, social and political all seemed to obviously benefit from outdoor recreation bringing a younger, more highly qualified demographic to the community. Natural capital has obvious benefits from outdoor recreation including the use and development of the natural amenities in the community.

The one capital where it is most difficult to know how much impact outdoor recreation directly had, is human capital. Ogden is fortunate to have a university in its city limits and while it may be hard to use data to prove outdoor recreation benefitted the university, both Mayor Godfrey and Stuart Reid would say it had a tremendous impact. The enrollment at Weber State University has increased from 14,335 in 2000 to over 26,000 today and many new programs including a downtown campus have been built in the same timeframe Ogden began focusing on outdoor recreation. While it will always be difficult to know just how much impact outdoor recreation has had on Ogden and its community, it is not a stretch to say all community capitals benefitted from the decision to make outdoor recreation the development focus and brand of the city.

By building over 250 miles of mountain trails, kayak parks, and cleaning the rivers brought national attention and national events to Ogden. This national attention allowed Ogden to go out and recruit major developers to come invest money in the city. Because of these

investment dollars, the Junction development took place which helped revitalize the downtown. Once that development was underway businesses moved their headquarters to Ogden bringing a newer younger workforce. The new workforce purchased and renovated homes throughout the community which led to a new culture and community cohesion that had been missing for years. These changes brought more local and national attention to the community and soon the airport was redeveloped. Ogden's industrial park saw a great increase in tenants and began to build new buildings. The local rivers and parks were cleaned up and more people came downtown to enjoy these new amenities. The local university saw enrollment increase, household incomes were on the rise, and more events and community celebrations were organized. Eighteen years later the influence outdoor recreation has had on Ogden is obvious. You cannot drive more than a few blocks in Ogden's downtown without seeing murals, signs, or businesses displaying images of outdoor recreation. The city has more nightlife, more shopping, and more recreation opportunities than it did 20 years ago. More people patronize the downtown, bike and hike on the trails, and play at the parks. There is more community cohesion today in Ogden than in years past and it seems the stigma of being the armpit of Utah has gone away. All this is a result of outdoor recreation in Ogden's revitalization efforts.

Chapter 5

Conclusions

It seems obvious that Ogden benefited by identifying its natural resources and outdoor recreation as a means of bringing positive change to the community. While these natural assets existed in Ogden for years, it wasn't until the year 2000 when a new city administration attempted something that not many communities have done. They decided to use outdoor recreation to start a redevelopment of the entire community including the downtown area. Evidently, all community capitals were impacted in some way because of these efforts and Ogden continues to pursue its revitalization plan today.

Ogden officials first decided the image and identity they wanted to create for the community. In the case of Ogden this was accomplished through informal leadership structures and not formal planning. Much of these changes occurred through behind the scene planning as opposed to formal planning sessions. City leaders worked with other businesses and local development groups in an informal manner to help move community development forward. They then identified the assets the community possessed that could help them build this new identity. Going from being the armpit of Utah to a high adventure mecca took hard work and effort. The next step was to recruit businesses to come to Ogden. The mountains, trails, rivers, and lakes played an essential role in bringing businesses to Ogden. These same businesses then, in turn, played an essential role in developing these community assets, and recruited other companies to move to Ogden. City officials describe it as somewhat of a snow ball effect. Once a few companies moved to Ogden and spread the word, many companies began to take notice. Now there are over 40 outdoor recreation company headquarters in Ogden, Utah. (See table 5)

Once the business presence was apparent the city started developing its core. Starting with the downtown, the city partnered with private developers to create several mix-use developments that would allow citizens to live, work, and play in the downtown. As the downtown area strengthened, the city started working on connecting the natural assets to the work and entertainment center of the city's downtown. By cleaning up the Ogden River and building a pathway along it, the city managed to create a feeling of safety and excitement in the downtown area. Eventually, people came to the downtown to enjoy entertainment, watch parades, ride or walk along the river, dine out, socialize, and play in the parks. The social capital was increasing as there were more and more things to do.

The city became more diverse. Both racially, culturally and in other areas. In fact, Ogden would become and is today the most diverse city in Utah and one of the more diverse cities in the country. The diversity enhanced an economic equality unmatched by other communities throughout the nation. People from all backgrounds who feel equal to one another created a community cohesiveness that has benefitted the overall wellbeing of the community. “People started moving into the rougher neighborhoods of downtown because they could see that the city was going to change. We began building important human capital as evidenced by being one of the top “Brain Gain” cities in the US. Smart people were moving to Ogden because they caught the vision and wanted to be on the frontend” (Godfrey, 2018). Downtown areas were no longer viewed as poor rundown areas, but areas providing a lifestyle which complimented people from all walks of life.

Jobs have increased, education has improved, and Ogden has expanded its economic infrastructure. For years, people would leave Ogden for employment, dining, entertainment and shopping, but now Ogden successfully provides all those opportunities and amenities, prospering the entire community.

Because of these efforts, over the last two decades, Ogden has seen tremendous growth in all areas of community development. While there is still work to be done, the revitalization of Ogden has been remarkable. Few expected that mountain biking, fishing, kayaking, running, surfing, and skydiving, among other activities, would help transform an entire community and the welfare of its people.

While Ogden is a unique community with a close proximity to outdoor resources, other communities could absolutely replicate the success Ogden has seen. It would take ambition and hard work with an ability to dream big and patiently work toward long term goals. There might also be a need for a consistent administration who are passionate about their efforts.

If a community will identify what it wants to become and then build upon the natural assets it possesses that will help accomplish this goal, they too can improve their community capitals through outdoor recreation. Because outdoor recreation is one of the fastest growing industries in the country today, communities may miss out on a great opportunity if they don’t utilize these natural amenities and make them an essential part of their master plan.

When asked what benefits Ogden has seen as a result of outdoor recreation becoming a revitalization focal point, Mayor Godfrey responded, “The reinvention of Ogden as the Outdoor Recreation Capital created a new narrative for us to recruit jobs, developers, human capital (to gentrify the inner-city neighborhoods) and tourism which boosted the local economy. Crime lowered significantly, and the tax base doubled in a decade. School test scores improved. Thousands of jobs came to Ogden raising the median household income. It’s also created a sense of pride in Ogden that had been lost for generations. You could not find Ogden paraphernalia when we started. Now you see teenagers sporting Ogden shirts and hats and are proud to be from Ogden. It’s hard to quantify the value of that and yet it may be the most important thing we were fortunate to have accomplished. We have a rising generation that is better prepared to move Ogden forward” (Godfrey, 2018).

Checklist of Major Ingredients to Ogden’s Success

How can other communities replicate the success Ogden has seen with its revitalization efforts? Here are some of the ingredients Ogden implemented as it relates to leadership, organization, and actions of the community.

- Decide who you want to become.

“It’s important to understand what you are hoping to accomplish in the development/redevelopment of a community. The end goal can and should greatly affect the strategy. If your goal is to broaden the tax base or create jobs your vision and plan may look significantly different than if the goal is to redevelop blighted areas of town” (Godfrey, 2018).

Ogden made the decision that it wanted to expose its outdoor recreation and become the outdoor high adventure capital of the United States. The first step was to decide the rebranding of that identity. Other communities may decide they want to be the mountain biking capital of the world or the archery capital. Before a community can identify assets or plan redevelopment it needs to clearly understand the direction it wants to move in and the identity it wants to create.

In 2000, Ogden city officials took an uncommon approach to deciding what they wanted to become. Essentially, Mayor Godfrey and Stuart Reid made the decision to focus on outdoor recreation in an informal series of meetings. Those decisions were made as they discussed options and brainstormed their ideas. As mentioned earlier in the paper, city leaders

were afraid that writing an official plan would bring to much public pushback and create more trouble than they felt they wanted to take on. Other communities may want to take a more traditional approach in conducting studies or working with the city council or local business leaders in the community to help decide what direction the community should go. Often a planning meeting or even public forums are used. In the end, there needs to be a leader(s) willing to champion the idea and work to bring the vision to fruition. That leader(s) should be passionate about the ideas and should be part of the process as early as possible.

- Identify community assets that will support your vision.

In Ogden's case, city officials quickly identified the outdoor amenities that would help it promote itself as the outdoor recreation mecca. Its rivers, lakes, mountains, and connectivity of these amenities helped to create and promote the outdoor recreation mecca vision.

A community wanting to become the mountain biking capital of America would look at their trails and mountains. It would consider public access to these trails. Opportunity and space for bike shops. It would look at public interest in mountain biking and opportunity for trail expansion. Does the community have the infrastructure and manpower to hold events and provide a workforce? Do the trails connect to the neighborhoods and so on.

- Fake it until you become it.

It might be difficult to recruit businesses and professionals to move to a community based on the idea that one day we will achieve our goals. As opposed to creating the idea that you have already accomplished your goals and the businesses you are recruiting can be part of that experience. For example, Ogden was largely known for being rundown and dilapidated, however, the city officials told businesses and even their own community that it was the high adventure capital of America. Whether that was currently true or not was not as important as creating the idea that it was true. Businesses from outside the community believed in the vision and it was an almost "speak it into existence" kind of technique.

"Many base hits helped us create a string of evidence that made onlookers begin to take us seriously. Landing several ski companies played a critical initial role. We started recruiting regional and national events to Ogden and worked hard to make them very successful. We hired a consultant to help us get articles written in national publications about this vision and change that was occurring. That provided a national stage for us which

leveraged new opportunities which led to landing AMER—Salomon, Atomic, Suunto, Bonfire, Mavic, etc. The Salomon Center was a built asset that complimented the natural amenities in a unique way. The convergence of these efforts along with the stellar work of Stuart Reid in redeveloping downtown created the momentum and legitimacy necessary to create believers both locally and nationally. The hardest of those two groups by far was the local constituency. The national and regional audience saw us as the mountain to metro community long before the Ogdenites. Having both groups seeing Ogden in this new light was important for continued investment in our community” (Godfrey, 2018).

- Recruit businesses that will support, expand, and promote the vision.

Now that the identity of the community has been decided, community leaders would want to go out and recruit businesses that would help build upon that vision. As mentioned earlier in the paper, the businesses Ogden recruited helped recruit other businesses and created committees and alliances that helped promote Ogden as an outdoor recreation community.

Once businesses are in town continue to utilize their expertise to help attract other companies and make the local businesses feel like they have value in the process. For example, “to maintain the city’s sustainability efforts, Caldwell (Ogden’s current mayor) conducts yearly cluster meetings with Ogden’s outdoor recreation companies. These cluster meetings are a key component to retaining the existing outdoor recreation businesses Ogden has recruited” (OIA, 2012).

- Build your core.

Focus on the downtown area and the infrastructure that will sustain the community through the redevelopment. Businesses that move into a community will want a good workforce and educated people, but they will also want nice restaurants, shopping and entertainment opportunities. Ideally you want to keep the money made in the community within the community so building the core will help to bring the community vision to fruition.

- Dream big

Ogden was realistic in identifying its community assets but also dreamed big in the ideas of what the city could eventually become. For example, it was easy to promote the local ski resorts, but city officials hoped to connect the ski resorts to the downtown by using a gondola which would have set

Ogden apart in a unique way. So instead of just saying, we have ski resorts, Ogden created the idea that they would be the only community with a gondola from their downtown that would take patrons to the ski resorts. While this has yet to happen, the vision and buzz this created helped fulfill the idea that Ogden was different than other outdoor communities.

“Having a clear vision and political leadership that is willing to push it forward is critical. Making big plans, doing big projects and being willing to take risks is essential. Changing a community is not clean and orderly. It takes stamina, determination and an iron will” (Godfrey, 2018).

Some of the other strategies Ogden employed would be: Identify areas that need improvements, get the community involved and get them excited, use private money and public/private partnerships when possible, have a strong marketing campaign, and be patient and willing to work hard.

Is it Replicable?

The reader should now have an idea of how community capitals might be affected by outdoor recreation while using the industry to rebrand a community. This strategy will not work in every community and while nearly every community in America can benefit from their outdoor amenities, it will be a select number of communities who have the resources and assets to make outdoor recreation the community brand.

Communities that want to make outdoor recreation a staple and a means of improving the community capitals framework in the community will want to look at each capital and what Ogden did to influence change. Ogden officials started with identifying the natural capital assets and then decided how they could promote those to recruit businesses to come to Ogden impacting the financial and human capital of the community. They then identified how to redevelop the built capital in the community and tie it to the natural capital. This is where leaders thought outside of the box and as mentioned above redeveloped much of the downtown. They connected the mountains to the downtown with trails. They brought outdoor activities to the downtown with indoor surfing and skydiving. They created events both in the downtown and in the natural parts of the community but even when a race was held in the mountains, the award ceremony would be downtown. Once again tying the community together creating an outdoor recreation feel to the entire community.

Ogden's success is replicable for a community with natural assets and a leadership willing to put forth effort in creating a vision and working to bring that vision to life. Small rural farm towns may not want to use Ogden as a pattern to follow and neither will large cities like New York. However, communities looking to take advantage of the rapidly growing outdoor recreation industry may want to look at Ogden and identify which parts of their methods could be implemented in their communities. Ogden was not the first community to use outdoor recreation as a community asset, but it may be the first to go from a struggling community to a vibrant one by using outdoor recreation and natural assets to completely rebrand and redevelop the city. Because of its success it is worth looking at how other communities might benefit from Ogden's experience and understand what key factors in the community capitals framework will work in their community.

Here are a few suggestions that might help a community determine if they can replicate Ogden's success.

Look at your natural capital and determine if you have natural assets that you could use to promote and bring businesses, tourists, and events to the community. Ogden was fortunate to have its natural assets in close proximity to the downtown and community center. Each community may want to determine if their natural assets are accessible and can be developed to help benefit the community. You might want to also determine if your natural assets can impact the other community capitals by providing opportunities for community growth like new jobs, new development opportunities with public and private partnerships, and if your assets can encourage community cohesiveness and overall community wellbeing. As an example, Ogden used its trail system and mountains to recruit high adventure events like the XTERRA triathlon, a marathon, and a national rock climbing championship.

Ogden already had a workforce in place and low housing which helped recruit businesses. Other communities may want to analyze what resources they possess that would be attractive to businesses that might consider moving to town. You may need to develop those assets first before recruiting businesses. This would be your financial and built capital. Ogden needed to redevelop the downtown and create a safe vibrant place with a nightlife that attracted a younger demographic.

Identify the major anchors in the community and decide if they can be tied to outdoor recreation. Again, Ogden used pathways, downtown rivers and indoor surfing and skydiving to tie the downtown anchor to outdoor recreation. For example, many ski towns put restaurants, shopping, and housing right at the base of the ski lift, so you can live, eat, and play in the same place. Ogden created outdoor recreation opportunities that encouraged

people who live and work in Ogden to also recreate in Ogden and people who lived outside of the community to come to Ogden for their high adventure experiences. You may want to ask if your community can create that same atmosphere. A mountain bike community may want to provide shuttle services or build paths that lead to the trails. A community who wants to be the road biking capital would make bike lanes throughout the city and encourage sharing the road for drivers. There may be an old railroad line that can be turned into a trail or a path around a lake, so people can walk, run, or bike around it. A community could make an ice rink in the downtown during the winter or use a local hill for sledding that could bring people to the city center.

Most importantly you will need an administration willing to work hard to accomplish the vision you have. It will take patience, perseverance and working with the right people to accomplish your goals. If your community does not possess these kinds of assets within the community capitals framework you may not be able to replicate Ogden's methods and success. It does not mean you cannot promote outdoor recreation in your community it may simply mean it will not be the brand of your community. For example, New York will never be known as an outdoor recreation community, but it certainly could hold outdoor events in central park and continue to promote its already famous marathon. The same goes for a small community looking to capitalize on the growing outdoor recreation industry. They may not ever be the outdoor recreation capital of the country, but they could hold local outdoor events or festivals. They could do a bike race or a local 5k run. Every community could and should find a way to benefit from the outdoor recreation industry.

This paper is germane to community development because outdoor recreation is such a large industry. It adds tremendous value to a community in many ways. As highlighted above, a community that utilizes its outdoor assets may see benefits economically, socially, and even in the overall satisfaction and health of the community. Because of the benefits from outdoor recreation, each community should analyze how they might benefit from the industry. Identifying your community assets through secondary sources and interviewing those in leadership will help community officials see the potential amenities the community may develop and promote to positively impact the community capitals within the community. Understanding Ogden's methods and steps the city took to using outdoor recreation in community develop should help give other communities ideas on how they can replicate Ogden's success in their own communities.

When studying your community, identify other similar communities and analyze their efforts regarding natural resources and outdoor recreation. This paper is a case study on Ogden, but it would be incredibly valuable to now identify other communities similar to Ogden to see if they implemented different methods that Ogden could also utilize.

Another thing that should be done that is not present in this paper is to sit down with the current city administration and see if they have a vision for outdoor recreation in the community. Interview the leadership and see if this is a project they are willing to take on. Then, if they have a desire to take advantage of the outdoor recreation industry, see if they have the expertise to put a plan together. Then follow the ingredients outlined above that helped Ogden to find success with outdoor recreation.

Community development has changed over many years. We used to only plan rural communities and then we went to drivable communities and now we have moved to mix-use developments and cities that need to be walkable as well as drivable. In 2018, outdoor recreation has become a great asset to community development. People want to recreate outdoors more than ever in our modern history and the industry reflects that. By creating outdoor recreation opportunities, communities offer many benefits to their citizens. Outdoor recreation has the potential to create business opportunities, lifestyle opportunities, community cohesion and a chance to live a more healthy productive life. It is the duty of city officials to consider how they might incorporate natural resources and outdoor amenities into their city's master plan. By following Ogden, Utah's example and focusing on outdoor recreation as a community asset the community capitals will improve, and each community will see benefits that can last generations.

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